



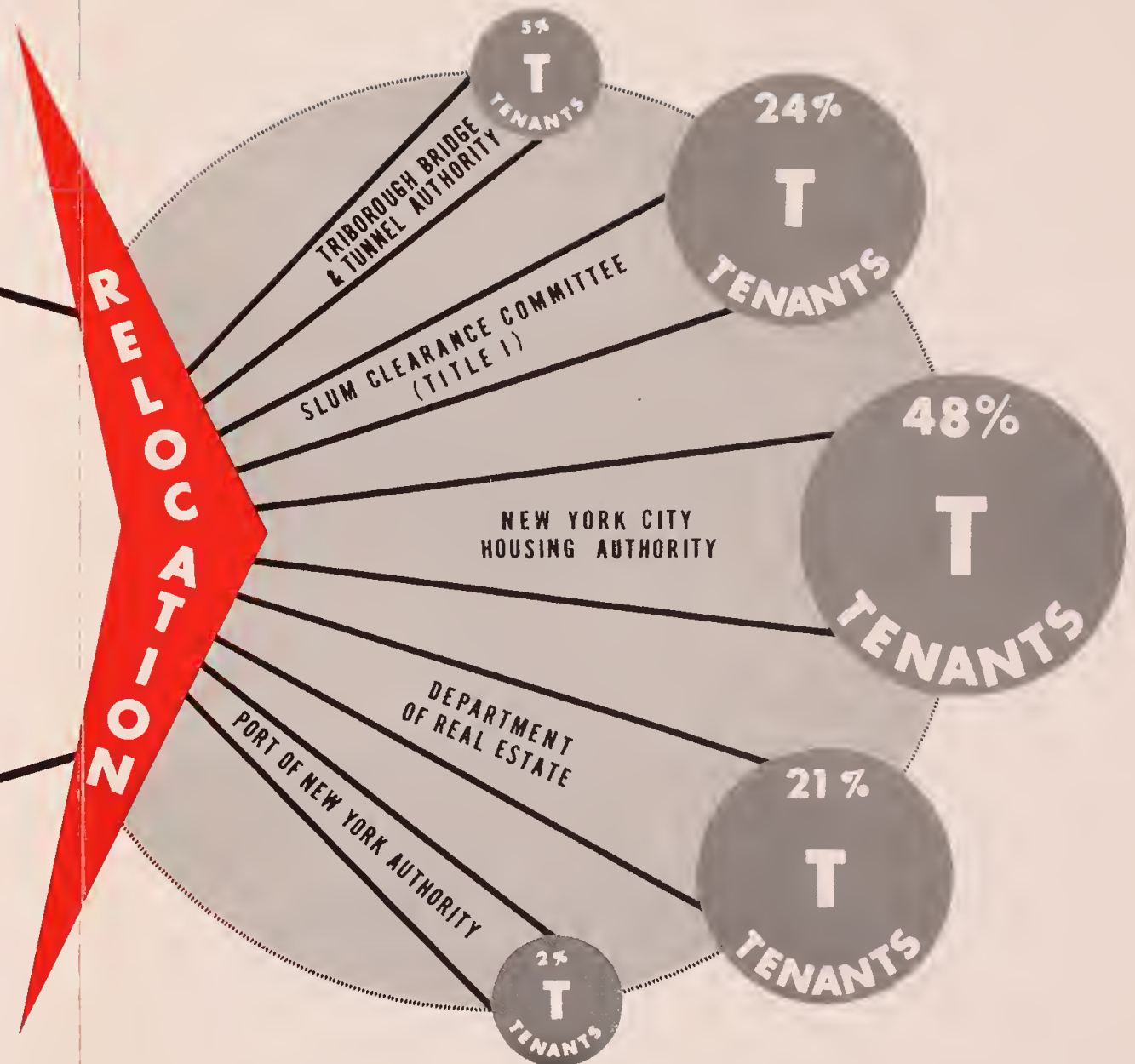
RELOCATION IN NEW YORK CITY

**SPECIAL REPORT
to
Mayor Robert F. Wagner**

**by
J. Anthony Panuch
SPECIAL ADVISER
ON
HOUSING AND URBAN RENEWAL**

GROWING NEW YORK CITY NEEDS

NEW HOUSING
NEW BRIDGES & TUNNELS
NEW EXPRESSWAYS
NEW SCHOOLS
NEW PUBLIC BUILDINGS
URBAN RENEWAL
REHABILITATION
CODE ENFORCEMENT
NEIGHBORHOOD CONSERVATION



Tenant Relocation by various Agencies
Based on Total of 78,242 for the Period
January 1, 1954 to October 31, 1959



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<https://archive.org/details/relocationinnewy00newy>

A faint, light blue map of New York State is visible in the background, centered behind the title text.

GROWING NEW YORK CITY



CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK 7, N. Y.

J. ANTHONY PANUCH
SPECIAL ADVISER
HOUSING
AND
URBAN RENEWAL

15 December 1959

OFFICES
225 BROADWAY
WH 3-3600

Dear Mr. Mayor:

1. I submit herewith the special report you requested of me on 6 October 1959, on what you aptly described as "New York's No. 1 Problem" -- tenant relocation. Specifically, what you wanted to know from me was whether and how a central relocation bureau should be organized.

2. HOW a central relocation bureau should be organized is a relatively simple technical question. WHETHER it should be established raises a profound question of public policy. CAN a central relocation bureau provide a solution to New York's No. 1 problem? The answer, in my opinion, is NO.

3. Organizational gadgetry cannot cure a problem as complex and explosive as relocation. Of course, its ultimate solution lies in a massive increase in the City's supply of standard housing. But what is needed NOW is fair and uniform treatment for the people on whom the impact of relocation bears most heavily -- those whose homes, families and businesses must be uprooted because of New York's growing needs.

4. This special report recommends a ten point program of action which can be taken immediately to accomplish this objective. The measures proposed are designed to be readily integrated into the comprehensive program for housing and urban renewal which you requested for 1 February 1960.

Faithfully,

The Honorable Robert F. Wagner,
Mayor of the City of New York
City Hall
New York 7, New York

143 25

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GIFT OF SEYMOUR B. DURST OLD YORK LIBRARY

MAYOR'S INDEPENDENT SURVEY

on

HOUSING AND URBAN RENEWAL

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Alexander R. Forest

ACKNOWLEDGMENTS

The Special Adviser, while accepting sole responsibility for the contents and recommendations of this report, gratefully acknowledges the cooperation

Office of the Mayor
Deputy Mayor
City Administrator
Budget Director
President of the City Council
The Comptroller
President of the Borough of Manhattan
President of the Borough of The Bronx
President of the Borough of Brooklyn
President of the Borough of Queens
President of the Borough of Richmond

Board of Estimate, Bureau of the Secretary
Office of the City Construction Co-Ordinator
City Planning Commission
Committee on Slum Clearance
Commission on Intergroup Relations
Department of Buildings
Department of Investigation
Department of Public Works
Department of Real Estate
Department of Welfare
Law Department
Municipal Reference Library
Tax Department
Urban Renewal Board

* * *

New York City Housing Authority
New York City Transit Authority
Triborough Bridge and Tunnel Authority
Port of New York Authority

* * *

The Association of the Bar of the City of New York
Business and Professional Group — 87-97th Street Area
Chelsea Community Council Inc.

and assistance of the heads and staffs of the public agencies, civic and business organizations and individuals listed below:

Citizens Housing and Planning Council
Citizens Union
City Club of New York
Community Service Society
Hudson Guild
Institute for Public Service
Morningside Heights, Inc.
New York City Council on Housing & Relocation Practices
Urban League
Women's City Club of New York, Inc.

* * *

The Honorable Stanley M. Isaacs,
Minority Leader, New York City Council
The Honorable Samuel Spiegel, *Member of the Assembly,*
State of New York
The Honorable Lester Lazams, *Justice of the Municipal Court,*
City of New York
The Honorable Nathan Straus, *Former Administrator of the*
United States Housing Authority
Mr. Shirley F. Boden, *President*
Middle Income Housing Corporation
Mr. Jules Englander, *Aptel & Englander*
Mr. John J. Hynes, *President*
Ernest L. Bower, Inc.
Mr. Abraham Kazan, *President*
United Housing Foundation
Mr. Philip Lapidus, *President*
Urban Relocation Co., Inc.
Eugene Morris, Esq., *Demov & Morris*
Harris L. Present, Esq., *Legal Counsel for Relocates*
Mr. Morton J. Schussheim, *Committee for Economic Development*
Mr. Morgan D. Wheelock, *Vice President*
Braislin, Porter & Wheelock
Mr. Louis Winnick, *Executive Director*
Temporary State Commission on Economic Expansion

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SUMMARY OF RECOMMENDATIONS

A Ten Point Program of Action

1. Passage of a State law which would enable the Board of Estimate to enact a *Bill of Rights* for tenants in relocation, fixing schedules of tenant benefits and providing for the regulation of relocation administration on a City-wide basis.
2. Enactment of a Local law by the New York City Council amending the City Charter to authorize the appointment of a top-flight administrator as Deputy Commissioner for Relocation in the Department of Real Estate.
3. Reorganization of the Department of Real Estate to provide it with the personnel, administrative structure and managerial resources to enable it to carry out its expanded obligations and functions under the recommended State and Local relocation legislation.
4. Appointment by the Mayor of a Citizens' Relocation Board to ensure maximum citizen participation — by representatives of community and civic groups and leaders of minorities particularly affected by relocation — in advising the Deputy Commissioner for Relocation in the discharge of his newly established responsibilities.

5. Appointment by the Mayor of an Inter-Agency Relocation Coordinating Committee, made up of top representatives of the City agencies directly concerned with and affected by relocation, to aid the Deputy Commissioner in developing a balanced relocation program for the City and in the scheduling of relocation.
6. Adoption by the Board of Estimate of *positive* policies, as specifically recommended in this report, for the relief of small businessmen displaced by relocation.
7. Adoption by the Board of Estimate of a policy vesting in the Department of Real Estate responsibility for and control over the scheduling of all demolition by the City in public works.
8. Adoption by the Board of Estimate of a policy authorizing the Department of Real Estate to provide social services to tenants affected by relocation.
9. Adoption by the Board of Estimate of a policy vesting in the Department of Real Estate the approval authority over the relocation contracts between Title I sponsors and their relocating agents.
10. Immediate adoption and maintenance on a permanent basis of a City-wide program of public information and education on the *What, Where, When, Who, Why* and *How* of relocation.

Part 1

HOW THIS REPORT WAS PREPARED

An Effort in Government-Community Participation

Background of the Assignment

Setting the Target Date of this Report

Enlisting Public Participation and Support

Evaluation of Existing Research

Survey of Title I Relocation Practice

Survey of Relocation Practice Outside of Title I

Testimony of the Experts in the City Administration

Testimony of the Experts Outside of the City Administration

**Hearing the Complaints of Tenants, Small Businessmen,
and their Representatives**

Consultation with the Press

Site and Slum Inspection

Radio Program on Relocation

Summarizing the Effort

Part 1

HOW THIS REPORT WAS PREPARED

An Effort in Government-Community Participation

Background of the Assignment

On August 20, 1959 I was designated to survey the City's policies and programs in the field of housing and urban renewal. A target date of February 1, 1960 was set for me to submit a report containing specific recommendations for a comprehensive city policy and program of housing and urban renewal, together with proposals for such organizational realignments and legislation as I regarded necessary to put the recommended program into effect.*

I immediately began intensive personal research into the subject. The Board of Estimate on September 17th appropriated the funds necessary to finance the survey. By October 1st my plans for the conduct of the survey were complete; I had established the office of the survey at 225 Broadway; and was in the midst of the recruitment of a small professional and secretarial staff.

On October 6th I was unexpectedly requested to give absolute priority in my survey to the subject of tenant relocation; and to submit an "immediate" report on whether and how a central relocation bureau should be organized.†

Setting the Target Date of this Report

By October 15th the recruitment of my professional and secretarial staff was complete; and I was in a position to adjust my plans for a study of housing and urban renewal policies to include an intensive "in depth" survey that would form the basis for the special report on relocation which had been requested. My staff and I agreed that sixty days was the minimum time within which a report based on

"in depth" study of relocation could be done. The target date fixed for its submission was December 15th.

Enlisting Public Participation and Support

Relocation in New York has been a topic of controversy and agitation for the past five years. Though many studies and reports are extant, most deal with the problem on a *quantitative* basis. As if people are *numbers* or fungible goods. The approach has been this: there are so many people in so many slums; therefore, so many standard apartments must be built over the next ten to twenty years. Few have ever asked too much about what people want. Or what they should be entitled to when their homes and lives are uprooted; or had looked into the reasons why some relocation programs worked well while others encountered stiff resistance.

In this kind of setting it was evident to me that no report I could possibly submit would be of any practical value unless — in addition to an objective and realistic evaluation of existing research — it were based on the maximum degree of official, civic, community, business and popular participation.

This meant a time-consuming job, and one which could affect adversely our target date of December 15th. But it was a risk which I felt had to be taken to ensure the fullest possible public and official participation in the development of the report.

Evaluation of Existing Research

Analyses, reports and statistics on relocation practice in New York are voluminous. Technical literature on relocation policy and practice in other cities of the United States is massive. This data has been analyzed and evaluated by my staff and myself.

* The Mayor's directive, Executive Memorandum #67 dated August 27, appears as Annex 1 of this report.

† The text of the Mayor's letter of October 6th appears in full as Annex 2.

Some of the material is excellent. But most of the experience of other cities is of limited usefulness. Policies and methods that work in smaller cities — which do not have New York's problems of overcrowding and in-migration of low-income minorities — are of little value in a world metropolis where, except for two boroughs, living space is on a "standing room only" basis.

Survey of Title I Relocation Practice

The request for a report on relocation was triggered by resistance to the Penn Station South project in the Chelsea district of the city. This was a Title I middle-income cooperative housing development sponsored by the respected and experienced United Housing Foundation — a non-profit organization.

It was clear that if a project of this character were given a bad name the Title I program in New York would be finished. Anything wrong with relocation on the site *had* to be corrected forthwith. On the other hand it was equally important — if relocation *was* being properly handled by the sponsor *and* adequately supervised by the Department of Real Estate that the fact be made known publicly.

To determine the *facts* of the Penn Station South controversy we surveyed relocation operations on the site. We investigated into the background, experience and record of the sponsor's relocation agent. I talked with members of the Watchdog Committee. The president of the relocation company appeared before us. We surveyed the organization, policies, methods, procedures and controls of the Department of Real Estate to determine the efficiency of its performance as supervisor of the relocation performance of *all* Title I sponsors and their agents.

Survey of Relocation Practice Outside of Title I

Most of the criticism of relocation over the past five years has arisen in connection with Title I projects, although these involved only 24% of the slightly less than 80,000 families relocated during that time.

In the same period, the Port of New York Authority and the Triborough Bridge and Tunnel

Authority accounted for less than 10% of relocation. The Department of Real Estate, relocating tenants displaced by City public improvements, and the New York City Housing Authority made up the rest. Yet, public criticism of these operations has not been anywhere near as vociferous as that directed at Title I relocation which, ironically, provides the most generous benefits to tenants.

To find the "why" of the difference in public attitudes we surveyed the relocation policies and methods of *all* public agencies engaged in relocation in New York City. These include the New York City Housing Authority, the Department of Real Estate, the Port of New York Authority, and the Triborough Bridge and Tunnel Authority. Equally important, we obtained the on and off the record expert opinions of their executive and technical personnel.

Testimony of the Experts in the City Administration

Operating Officials

We consulted with Chairman Moses and the staff of the Slum Clearance Committee, its coordinating architects, Skidmore, Owings & Merrill, and, as above indicated, with the Department of Real Estate.

We conferred with Mr. William Reid, Chairman, and with Mr. Francis V. Madigan and Mr. Ira S. Robbins, members of the New York City Housing Authority; and have considered reports and analyses prepared by their staff.

We consulted with the Chairman and Executive Director of the Urban Renewal Board, who had worked out detailed plans for future relocation operations in connection with the West Side Urban Renewal project.

We obtained expert opinions in writing from Chairman Moses of the Slum Clearance Committee, and from Mr. J. Clarence Davies, Jr., Commissioner of the Department of Real Estate.

We conferred with Mrs. Hortense W. Gabel, Assistant to the Deputy Mayor.

We conferred informally with and received the formal opinions of City officials whose agencies — while not responsible for relocation policies and

practice — are vitally affected by it. In this category, to mention a few, are: Chairman James Felt of the City Planning Commission and Vice-Chairman Frank J. Bloustein; Commissioner Peter Reidy of the Department of Buildings, and his Deputy Commissioner, Harold Birns; Commissioner James Dumpson of the Department of Welfare; Dr. Frank Horne, Executive Director of the Commission on Intergroup Relations.

Management and Budget Experts

We consulted with Mr. Charles F. Preusse, the City Administrator. His office during the past several years conducted surveys of relocation practices and operations of the Bureau of Real Estate (predecessor to the Department of Real Estate) when it was an agency of the Board of Estimate.

We have had the benefit of informal conferences with, and a formal opinion from, Budget Director Abraham D. Beame on relocation policy and practice.

Both the Budget Director and the City Administrator have comprehensive knowledge of the City's operations. Their expert testimony did much to bring into proper focus the opinions of other city officials.

Borough Presidents

We have sought and formally invited the testimony of the Borough Presidents. Among these, Borough of Manhattan President Hulan E. Jack has borne the heaviest burden of the problem of relocation because of its enormous impact on the Borough of Manhattan. Mr. Jack's testimony was comprehensive in character and extremely useful to our survey.

In addition, Mr. Jack and I personally surveyed the Penn Station South Site, and conferred with the Watchdog Committee and with complaining tenants.

Testimony of the Experts Outside the City Administration

Federal Experts

My General Counsel and I have conferred at length with Mr. Walter S. Fried, Regional Admin-

istrator of the Housing and Home Finance Agency of the United States Government.

I have conferred with Mr. Joseph P. McMurray, a member of the Slum Clearance Committee. His counsel, based on vast experience in housing matters at the Federal, State and City levels of government, has been invaluable to me.

Civic and Community Leaders

We made it a point to solicit the views and co-operation of leading civic groups and community organizations with an interest in housing and relocation problems. In this category the contribution of the Citizens Housing and Planning Council to our work has been outstanding and sustained.

We have also had valuable contributions from the Citizens Union, the City Club of New York, the Community Service Society, the Women's City Club of New York, and the Institute for Public Service. The same is true of the United Neighborhood Houses, of which Mr. Stanley M. Isaacs is President, and Miss Helen Harris is Executive Director.

Sponsors and Private Relocation Experts

We have conferred with sponsors of Title I developments and, equally important, with their relocation agents. From them we obtained a clear picture of the enormous difficulties which private enterprise must shoulder when it assumes the burdens of the relocation task as an incident of slum clearance or city redevelopment.

The Social Scientists

We have conferred with social scientists and experts on the conservation of human resources, and have solicited their views on the treatment of persons dislocated by slum clearance and urban renewal.

Lawyers and Judges

On the subject of the most feasible way of protecting the tenants' rights in the process of relocation, we conferred with leading lawyers who represent those sponsors and institutional investors who have had extensive experience with and excellent

records in tenant relocation. Nor did we stop there. We have consulted with Judges of the Municipal Court who have had broad experience in relocation problems.

My General Counsel and I attended the symposium of the Committee on Real Property Law of the Association of the Bar of the City of New York, held on October 29, 1959, entitled, "The How and Why of Title I."

Hearing the Complaints of Tenants, Small Businessmen, and Their Representatives

My staff and I have spent many hours with tenants who had lost their homes, and small businessmen who had lost their means of livelihood through relocation. We have listened to their complaints, their grievances, and their proposed remedies.

There is probably no more skillful legal advocate of the tenant's cause in the courts and before the City administration than Mr. Harris L. Present. He and his associates requested a conference with me and were given as much time as they desired to present to me and my General Counsel the tenants' case in relocation. Mr. Present did so ably, comprehensively and with sincerity and conviction.

Consultation with the Press

In conducting our relocation survey I have followed the "goldfish-bowl" policy so far as members of the press are concerned. Any member of the Fourth Estate who chose to drop in at my office was courteously received and provided the information which he requested.

Some members of the metropolitan press supplied me with suggestions which have proved invaluable to us in our work.

I have made it a practice to brief the editorial writers of our great dailies as to *what* we were trying to do and *how* we were going about it.

Site and Slum Inspections

I have visited all Title I sites in the company of Slum Clearance Committee Chairman Moses and his staff. My staff and I have toured all of them on our own. We have interviewed people on the sites.

I have personally visited slum dwellings in various parts of the City. I have had the sobering experience of listening to slum families of varied race and creed — living under conditions of hideous squalor — *plead vehemently with me to protect them against relocation.*

Radio Program on Relocation

On Sunday, November 1, 1959 WRCA* radio presented a special program on "Relocation — New York City's No. 1 Problem." Audience response evidenced an intense interest in relocation. It also demonstrated a disturbing lack of information as to what relocation was all about.

Summarizing the Effort

There is nobody who can lay claim to being an expert on relocation — in or out of the City Administration — who has not had opportunity to give an opinion on the manner of its solution. It is noteworthy that these opinions reflect a wide variety of viewpoints.

As to people who are *not* experts on relocation but who *are* affected by it . . .

. . . Nobody — regardless of station, rank, color or creed — has been denied the right fully to express his view, and to be treated with courtesy. No one who has written me a letter which called for an answer on the subject of relocation (or any other aspect of housing) has failed to get a reply by return mail. This was as true of the nearly illiterate scrawl of the charwoman slum dweller as it was in the case of a university professor, or a Title I sponsor.

Here, then, is a report on New York's No. 1 problem developed with the fullest measure of official, expert, civic, business, community and tenant participation.

* Mr. James H. Scheuer, President of the Citizens Housing and Planning Council; Mr. Milton Bergerman, President of the Citizens Union; and Mr. Morgan Wheelock, Vice-President of Braislín, Porter & Wheelock, Inc., an expert on private relocation, presented their respective views in a discussion led by Mr. Ben Grauer, Moderator. I confined my appearance on the program to a statement of my general approach to the relocation problem.

Part 2

THE ANATOMY OF RELOCATION

Symptoms vs. Causes

What the Relocation Problem is NOT

The Many Faces of Relocation

Relocation is a Problem of Shelter

Relocation is a Political Problem

Relocation is a Human Problem

Relocation is a Sociological Problem

Relocation Discourages Private Sponsors

Relocation Presents a Problem in Equitable Administration

Relocation Requires Orderly Scheduling of Demolition and Construction

Relocation is a Money Problem

Relocation is a Problem of Public Education

The Relocation Problem is Big and Here to Stay

Relocation and Urban Renewal

There is No Magic Formula

Relocation: A New Approach

Part 2

THE ANATOMY OF RELOCATION

Relocation* means the uprooting of homes and families. It deprives small shopkeepers of their means of livelihood. It turns an uncounted number of individuals into displaced persons. It destroys communities.

Nor is this all. In overcrowded New York where many low-income minorities fight desperately for *lebensraum* in slums and blighted neighborhoods, the mounting pressures of the City's needs trigger deepseated emotions into flaring and widespread resentment. Such emotional dynamite, if expertly propagandized, can be skillfully exploited by professional manipulators of minorities and merchants of discontent to frustrate and perhaps even paralyze any adequate housing and renewal effort.

Symptoms vs. Causes

Any meaningful attempt to find out WHY relocation is the City's No. 1 problem must begin with a hard look as to WHAT the problem — broken down into its component elements — really is. At this stage of the game it is idle and even dangerous to attempt to treat the symptoms of a deepseated malaise. An intellectually honest and politically realistic approach (I use the term "political" both

in its Aristotelian and ballot-box sense) to the problem of relocation must identify, face and progressively neutralize the *causes* that create it.

This is the only way in which its manifold complexities can be seen in true perspective. *It is the only way* in which the effort necessary toward a gradual, step by step solution can be effectively organized. *It is the only way* in which the numerous elements of a complex problem can be reduced to manageable proportions. *It is the only way* in which a broad base of public understanding and community support can be effectively mobilized and sustained.

What the Relocation Problem is NOT

Relocation is *not* just a statistical problem of estimating how many dwelling units it will take to house say 500,000 families over the next fifteen years.

It is *not* merely an administrative problem that can be solved by a new organizational chart, reshuffling the functions and personnel of various agencies and departments of the City administration.

Nor is it a problem that can be disposed of by tossing it in the lap of the City administration with a demand that the Mayor produce an immediate solution.

In a democratic society which rests on public opinion, responsibility for a humane and mature

* The term "relocation" as used in this report means moving residential or commercial tenants who are displaced from their existing quarters as the result of action by public authority. Usually this public action is the acquisition and clearance of existing buildings to make way for new housing, highways, schools and other improvements, or to clear slums and blighted or deteriorating areas.

approach to relocation in New York rests on the entire community. Leadership must come from the City administration, but the moulders of public opinion bear an equally heavy responsibility. They must provide the two-way communication between the community and the administration which alone can make leadership effective and responsive to the popular will.

For relocation is not just a sticky and unpleasant incident in the planning of the City's growth. At bottom it raises the question of how the impact of the City's sovereign power upon human lives and destinies is to be restrained, and its harshness tempered. This means striking an acceptable balance between public power and individual rights — a constitutional problem as old as the concept of due process of law and the Bill of Rights. It is one in which the force of enlightened public opinion can and should play a decisive role.

The Many Faces of Relocation

If New York City had a totalitarian form of government, relocation would present no problem. Slums could be cleared by the forced labor of the slum dwellers. The City could be renewed as fast as available resources for that purpose could be diverted from other City purposes.

But, under our system of representative government, relocation presents as many problems as there are people affected by it. The tensions and conflicts which it creates must be resolved or at least muted within the framework of our free institutions. Some of these are more acute than others, but in combination and in cumulative impact they make relocation New York's No. 1 Problem.

Relocation is a Problem of Shelter

The root cause of relocation is the pressure which slum clearance, urban renewal, highway and public works construction place principally on the scarce living space available for the City's poorest inhabitants. Here is a thumbnail sketch of the situation:

- The City's supply of housing includes some 280,000 slum dwellings and 100,000 overcrowded and progressively deteriorating housing units.

- Code enforcement to prevent deterioration of even this dilapidated housing supply is caught on the horns of an ironic dilemma. The Department of Buildings has 300 inspectors to police some 156,000 structures containing 1,800,000 dwelling units. On the other hand, if it *had* the personnel to conduct a vigorous campaign of code enforcement, thousands of people would be thrown out on the streets.
- Practically every public project — whether it involves arterial highways, public housing, slum clearance, public works, or urban renewal — necessarily reduces the immediately available supply of housing for low-income and middle-income families.
- The in-migration of low-income racial minorities essential to the City's economy creates conditions of overcrowding which intensify existing pressures on the City's low-cost housing — public and private.
- Only a relatively small portion of slum dwellers who lose their shelter through slum clearance, urban renewal, etc. are eligible for, or are willing to go into public housing.
- The "vacancy rate" of standard apartments in the City is inadequate — far below the 3% deemed necessary to make relocation at the present pace of 15,000 to 20,000 families per year tolerable. The vacancy rate in Manhattan today is 0.4%.
- Over 40,000 families on public assistance are now living in substandard housing. During the past 20 months, 11,000 families were relocated by the Department of Welfare.
- Roomers, not entitled to relocation aids, intensify the City's problem of overcrowding by moving in with friends and relatives, many of whom already live in substandard housing.

Relocation is a Political Problem

Relocation caused by slum clearance creates bitter and highly organized political resistance. Slum dwellers do not relish the idea of becoming DP's; small shopkeepers object to having their stores torn down. They organize. Neighborhood leaders, including lawyers and clergymen of all faiths, often

spearhead the protest. They march on City Hall. The press carries full accounts of the opposition. Feature writers play up — quite properly — abuses and blunders of the slum clearance operation. Civic groups, community organizations and settlement leaders call for reform. Confronted with a hostile public opinion and demands, the City administration must make a choice:

It can stand up and be counted for the cause of slum clearance and urban renewal, which is almost certain to invite reprisals at the polls in the next election; or

It can give up the idea of slum clearance whenever there is expertly organized popular protest.

Neither choice is palatable. But one thing is sure. Escape from this practical political dilemma does not lie in a promise that there will be plenty of standard housing for all — say ten years from now.

Relocation is a Human Problem

Forcing people to leave their old neighborhoods is probably the major source of bitterness and opposition to slum clearance. Slums, after all, are neighborhoods and communities. They teem with people who like the place in which they live for simple but deep-rooted reasons . . . Because they like being near their family, their friends, their church or the little grocery store that gives them credit when times are bad. They know there is a terrible housing shortage in New York; that it is hard to find a place they can afford. Or they may have a little business which is their livelihood.

A new neighborhood can frighten those who are old, or poor, or sick or disabled, or can't speak English well. And if this new neighborhood is a public housing development, its "institutional" look is frightening. Moving into it is an emotional shock accompanied by the loss of the feeling of neighborhood, of community, of belonging.

Relocation is a Sociological Problem

The "Lost Persons." The City assumes no responsibility for the rehousing of transient population — of roomers or lodgers. But recent activities have unhoused thousands of these persons and demolished hundreds of rooming houses, many of

which served a decent and necessary commercial housing function. These DP's will swell the overcrowding of the most dilapidated portion of the City's housing inventory.

Integration. Large scale displacement of minority households has had a sharp impact on the racial patterns of the city. Relocation agencies are handicapped because many landlords will not accept minority tenants despite laws to the contrary. Other landlords are busy changing the occupancy of their buildings from white to minority. These practices intensify the normal difficulties of intergroup relations.

"Problem Families." Comparable in gravity to the problem of integration is the matter of problem families. The term covers a wide range beyond the hard core, socially destructive families. It includes the large, low-income families that landlords automatically identify as problem families; the families newly come from rural areas, not yet city-broke; the old, the disabled, the sick; the bad housekeepers, the bad rent-payers. Finally — in the case of public housing — there are families with technical obstacles to eligibility (for example, no marriage certificate, no citizenship papers, no rent receipts); and the non-cooperative families who cannot adjust their habits to the pattern of public housing management.

In general, the community has not accepted any responsibility for social education and services to relocatees. The question remains: What kind of social and educational services, if any, should be provided by the City for families with substandard living habits who are indiscriminately transplanted by City action to standard dwellings in the private market, thus destroying neighborhoods and communities which the City will ultimately be forced to rehabilitate?

Relocation Discourages Private Sponsors

It takes two or three years after a slum clearance project is unofficially announced before the actual work of relocation can begin. During this period — when the area is being considered for redevelopment and prior to the decision of the Board of Estimate and transfer of title to the sponsor — the owner attempts to save all possible expenses. If violations

are placed on his building, he manages to delay enforcement by pointing out that the property is being considered for condemnation.

The owner knows that the award which he will get for his building in the condemnation proceeding will depend not on whether the building has been kept in good condition but rather on the ability of his lawyer. Nor is he concerned with what happens to the tenants in the building. It is immaterial to him whether the private sponsor encounters resistance from the tenants when he assumes possession. Thus, by the time a site is transferred to the private sponsor, the opposition to the project has been well organized; violations are filed against the buildings; the tenants are fully mobilized to resist relocation.

The local political leader, the social worker, and often even the clergy, join to raise the cry that the project is a crime perpetrated against the poorer families in the area. They do not deny the buildings are old and substandard, but in general their proposed solution is for the sponsor to build elsewhere.

Relocation Presents a Problem in Equitable Administration

At the present time there are several public agencies operating in the field of relocation. These include, in addition to the Department of Real Estate (which relocates families from sites of public works and supervises private relocation by sponsors under the Title I program) the New York City Housing Authority, Triborough Bridge and Tunnel Authority, and Port of New York Authority. Each of these agencies follows different policies and procedures. Financial or other assistance that the relocatee gets depends on the policy of the agency which happens to be conducting *his* particular relocation. This creates confusion and hostility among the tenants. The agencies are placed in an unequal bargaining position in competing for desperately scarce housing for the families they must relocate.*

* For a chart showing the various fiscal aids, assistance or benefits extended to tenants by the agencies engaged in relocation, see page 34. Part 3 contains a detailed analysis of the respective policies, practices and methods of all agencies engaged in relocation.

Uniform financial assistance and other benefits are essential to a relocation program. They are important in expediting site clearance and as a financial aid to relocatees. Properly administered, they also represent the leverage by which better housing for relocatees can be secured. There can be no equitable administration of relocation until and unless such uniformity is established and maintained.

Relocation Requires Orderly Scheduling of Demolition and Construction

At present there is no agency to give over-all attention to the physical plans, the location and impact of various projects, or the time-scheduling of the several agencies which clear slums or produce housing. The lack of coordinated scheduling of projects intensifies the pressure on the existing supply of standard and substandard housing and makes almost impossible any effective phasing or programming of relocation operations.

The demolition of existing buildings by private builders to make room for so-called luxury apartments sets up additional pressures on the low-cost housing supply. This impact has reached substantial proportions on Third Avenue and lower Sixth Avenue.

Relocation is a Money Problem

At the present time, the cost of relocating a family runs anywhere from \$300 to \$600. For example, the United Housing Foundation reports that the cost of relocating 1,488 site families in 1958-1959 on the Seward Park site averaged \$349 per family. By contrast, its present relocation cost for 2,500 families at Penn Station South is averaging \$500 per family. The Foundation's President, Mr. Abraham Kazan, as a result of his experience with the conduct of relocation on the Penn Station South Title I project, wrote me as follows: ". . . As I see it, the relocation problem will grow more and more costly in the future and the task more and more difficult."

Relocation is a Problem of Public Education

Probably the most difficult aspect of relocation is the job of educating all segments of the communi-

ties affected by slum clearance and urban renewal. They must understand why relocation is necessary; they must know their rights and *exactly* what the City can and will do to see them through the painful experience.

That this *can* be done has been demonstrated by the outstanding record of the Port of New York Authority which recently completed the relocation of over 1,800 families from the New York City approaches to the George Washington Bridge.

Whether that "one-shot" performance can be matched by any City agency or by a private sponsor is another matter. The Port Authority's success was due partly to its efficient management, but mainly because of its expertly conceived and superbly executed program of community and public education which was begun some two years before the actual relocation.

The Relocation Problem is Big and Here to Stay

The City Planning Commission estimates that not less than 500,000 families must be relocated if there is to be an adequate program of city renewal, rebuilding, code enforcement and neighborhood conservation. Assuming a fifteen-year period for realization of this program, the burden of relocating 500,000 families would dwarf the effort of the past five years, during which almost 80,000 families were relocated. The program envisaged by the Commission may not be achieved. But a City housing and renewal program of substantial proportions is a *must*. An inescapable consequence of *any* such program is the fact that Relocation will remain New York's No. 1 Problem for the foreseeable future.

Relocation and Urban Renewal

The City of New York needs 430,000 units of new housing *right now!** For What? Not to build a Utopia but simply to replace the existing 280,000 slum dwellings; to provide living space for 100,000 overcrowded households; and to build up a mini-

mum 3% vacancy reserve of 50,000 standard apartments to make relocation tolerable.†

To accomplish even this limited objective, with the best possible coordination and phasing, certain inescapable facts must be faced:

- These minimum needs *cannot* be met by construction on vacant land. Enough vacant land simply does not exist.
- Even if there were enough vacant land on which this housing *could* be built the effort would do little to further the rehabilitation of the City, so indispensable to its social and economic stability.
- At the average rate of construction for the past five years there has been a *net* addition to the City's housing stock of roughly 20,000 units per year. This means it would take the City more than 20 years to produce housing it needs NOW.
- The job can be done only by an expertly conceived, energetic and sustained drive to renew and revitalize developed areas of the City which are now slums — commercial or residential — and those areas which have succumbed to blight and deterioration.
- The inhabitants of these areas must be relocated to make way for the new, clean and safe structures which must be built.
- Unless *all* of the relocated tenants receive *fair and uniform aid and assistance in the relocation process*, regardless of which agency does the relocating, the social and political tensions created will defeat even a minimum urban renewal effort.

There Is No Magic Formula

For the reasons I have briefly described and others too numerous to mention here, there is no magic formula — no patent remedy that can solve the awesome relocation problem. Setting up a huge new bureaucracy in the form of a central relocation bureau (which would consolidate all existing relocation operations) could not possibly provide an answer. At best, it would complicate a complex

* Statistics on New York City's needs are not satisfactory. But in the Fall of 1958 a joint estimate by the New York State Department of Housing and the Department of City Planning agreed on this minimum figure.

† There are no figures on the city-wide vacancy rate since the 1950 Federal Census which showed such rate to be 1%.

problem and jeopardize any rational attempt at its solution. At worst, and in determined hands, such an agency could readily lend itself to the socialization of all housing in the City.

Nor is there any escape in postponing urban renewal. Because of the desperate shortage of housing, the City has not been able to enforce the building and occupancy codes. This has been a windfall for slum landlords up to now — but stringent enforcement must come sooner or later. If and when that time comes, hundreds of thousands of families may be made homeless. Urban renewal, in the case of tenant relocation, hastens the inevitable day of reckoning. But it has the compensating advantage of providing housing that is desperately needed.

Relocation: A New Approach

Though the problems of relocation in the long view are inseparable from those of urban renewal, they are essentially different in character. Each set of problems presents its own massive complexities. Each requires different policies, different legislation, different organizational structures and above all, different types of leadership and public education for their ultimate solution.

Relocation is not concerned with the macroeconomics of urban renewal. It is concerned with *people*. The cost of an adequate urban renewal program for New York may run into the hundreds of millions and even billions of dollars. By contrast, the cost of a fair, equitable and humane policy of relocation can — at most — involve a few million dollars a year.

Aside from social function, scale and cost, there is another profound difference between the two programs. Urban renewal is primarily a sustained promotion effort concerned with subsidies, tax abatement and private investment. Relocation is a matter of day to day administration and human relations. Each program requires a different type of inspiration, managerial skill, professional background, leadership and communication ability.

There are three principles which are controlling in any effort to establish a fair, equitable and humane administration of relocation in New York City:

First: The City must accept responsibility for fair, equitable and uniform treatment of all whose lives and livelihoods are adversely affected by the thrust of its sovereign power in eminent domain.

Second: As a matter of sound public policy it makes no difference whether that sovereign power is exercised in the cause of slum clearance, urban renewal or public works. *There must be equality before the law for all.*

Third: Once these principles are established by legislation or otherwise, the City administration must accept responsibility for supervising compliance by all agencies responsible for relocation in New York City.

Parts 3 and 4 of this report contain an analysis of the *how, who, what, where, when* and *why* of the present administration of relocation. Part 5 sets forth the remedial measures which can and should be adopted immediately.

Part 3

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Part 3

THE AGENCIES ENGAGED IN RELOCATION

Sources of Relocation

The relocation impact in New York City has been generated principally by five separate sources:

1. THE NEW YORK CITY HOUSING AUTHORITY which constructs public housing and is required to relocate tenants from their sites.
2. DEPARTMENT OF REAL ESTATE which relocates tenants from City-owned property to make way for schools, playgrounds, highways and other public improvements.
3. TRIBOROUGH BRIDGE AND TUNNEL AUTHORITY which has been assigned by the Board of Estimate the task of relocating tenants on the sites of arterial highways and bridge approaches related to facilities under its jurisdiction.
4. THE PORT OF NEW YORK AUTHORITY which relocates tenants from the sites of its improvements and facilities.
5. THE COMMITTEE ON SLUM CLEARANCE which initiates urban redevelopment under Title I of the Federal Housing Act of 1949. The relocation operation is carried out by sponsors of Title I projects.

An examination of the relocation policies and operations of the five agencies in their different public functions is required before a meaningful appreciation of the relocation impact on the people affected by it can be achieved.

The following tabulation shows the number of families which have had to be moved by these agencies since 1954.

FAMILIES RELOCATED IN NEW YORK CITY January 1, 1954 — October 31, 1959

	Dept. of R. E.	Slum Clear. Comm.	N. Y. C. Housing Auth.	Trib. Br. & Tunn. Auth.	Port of N. Y. Auth.	Total
1959	1,345	3,818	6,732	995	95	12,985
1958	1,840	5,393	3,562	1,589	1,153	13,537
1957	2,736	1,990	3,965	185	499	9,375
1956	3,830	1,993	5,946	132	—	11,901
1955	4,118	3,034	7,130	309	—	14,591
1954	2,403	2,705	9,786	932	27	15,853
Total	16,272	18,933	37,121	4,142	1,774	78,242
% of Total	21 %	24 %	48 %	5 %	2 %	100 %

The New York City Housing Authority

Colossus of New York City Relocation

The Housing Authority* accounts for a substantial portion of the relocation load in New York City. It has constructed and has under its jurisdiction by far the largest complex of public housing in the nation. The Authority's program for the future contemplates a continuance of large-scale construction.

In providing relocation services and benefits, the Authority is controlled by State statutes in regard to City and State-sponsored projects, and by Federal law and regulations in regard to Federal-sponsored projects.

Since January of 1954 the demolition and construction activities of the Authority have displaced a total of 37,121 residential tenants and 3,473 commercial tenants — an average annual relocation load of almost 7,000.

During the first 9 months of 1959 there were 7,334 tenants (residential and commercial) relocated from sites acquired by the Authority. It is currently engaged in the clearance of twenty-four public housing sites upon which there are over 9,000 residential tenants and over 800 commercial tenants. Scheduled acquisition of new sites will increase the current rate of relocation.

Relocation Administration

The Authority carries out relocation and manages site property through its own staff working out of special offices established on each site.

The Authority early notifies tenants of its program of relocation and the aids which it will provide. Members of its relocation staff visit and interview each tenant; and record upon Site Occupancy Record Cards detailed information of the site apartment occupied by the tenant, the composition of the tenant-family, his housing needs, and

facts relating to the tenant's eligibility for public housing.

As the Authority's demolition schedule proceeds, the relocation operation increases its tempo. Non-relocated tenants are served with orders requiring them to show cause why writs of assistance should not be granted to the Authority requiring the Sheriff to evict. The court grants the requested writs but stays their execution for periods of from two to six months in order to permit orderly relocation.

The Authority has under its control a large reservoir of living space.

Approximately 6,000 vacancies occur each year in its existing projects and almost 6,000 new units are built each year. Consequently, during the past six years the Authority has been able to provide a partial solution to its relocation problem by drawing upon its own public housing resources to relocate 31.6% of its site tenants. In addition, the Authority has placed 2.1% of its relocatees in rehabilitated tenements under Authority jurisdiction, and 3.7% of its relocatees in its own deferred site buildings.

Thus, a total of 37.4% of tenants living on sites acquired by the Authority have been relocated to Authority-controlled living space; the balance relocated themselves.

Tenant Relocation Benefits

Direct financial relocation benefits paid by the Authority to or on behalf of site tenants are limited by law.

They include actual removal expenses — up to \$200 for residential tenants, and up to \$500 for commercial tenants; and finder's fees to licensed real estate agents — ranging from \$150 for 3½ rooms or less, to \$250 for larger apartments.

In actual practice, residential moving expenses paid range from \$40 to \$100, depending upon the size of the apartment.

Rebate of the last month's rent is also allowed to the residential tenant, provided that the total of such rebate and moving expense cannot exceed \$200.

* The New York City Housing Authority is a public corporation established under the New York State Public Housing Law. It consists of a Chairman who is appointed by and holds office at the pleasure of the Mayor; and two other members appointed by the Mayor for overlapping terms of five years. It constructs, maintains and manages all public housing projects in the City, including those financed by the City, the State and the Federal Government.

Department of Real Estate

The Department of Real Estate is responsible for relocating tenants from the sites of public improvements other than housing and other than those segments of the City's arterial highway program which have not been specifically assigned by the Board of Estimate to the Triborough Bridge and Tunnel Authority. It is also responsible for the supervision of relocation by private sponsors or their agents from the sites of Title I projects.*

The Department of Real Estate is the newest of the City's departments of government. Established by statute in 1959, the Department assumed the functions and activities of the Bureau of Real Estate of the Board of Estimate which had been aptly described as "real estate owner, building manager, rental agent, broker, mortgage lender, mortgage servicing company, appraiser and accountant" in regard to the City's vast real estate holdings.

The Department is empowered by statute to provide relocation services to tenants upon City-owned property within its jurisdiction but only as authorized by the Board of Estimate; and, as so authorized, to pay for or on behalf of its tenants, bonuses, moving expenses, finder's fees and any redecorating expenses for apartments into which tenants are relocated.

Scope of Relocation

In the period January 1954 - October 31, 1959, the Bureau (now Department), cleared from sites of City improvements a total of 16,272 residential tenants. In recent years the direct relocation load of the Bureau has declined to a point where in 1958 it relocated only 1,840 tenants. And early in 1959 the Board of Estimate specifically assigned to the Triborough Bridge and Tunnel Authority the relocation of tenants from the sites of certain major arterial highway projects in connection with the construction of the Narrows Bridge and Throgs Neck Bridge. It is anticipated, however, that the re-

location load of the Department will increase as presently planned school and other improvements are undertaken.

Relocation Administration

The Department manages all City-owned property not assigned to a department or other agency of City government. Property acquired by the City for a public improvement, or property owned by it and reserved for such improvement, is under the management of the Department until the improvement is scheduled for construction. Nevertheless, the Department does not relocate site tenants until the agency of government in whose jurisdiction the public improvement rests, informs the Department of its intention to construct, and its schedule of demolition work.

At that point the Department can do one of two things: engage a private relocating agent by a formal contract, approved by the Board of Estimate, which sets forth all terms including tenant benefits; or undertake the relocation of site tenants with its own staff.

As in the case of the New York City Housing Authority, tenants who fail to move are served orders to show cause why writs of assistance should not be granted to the City requiring the Sheriff to evict them. Courts, in appropriate cases, stay the issuance of writs of assistance for periods of from two to six months to permit orderly relocation, depending upon the urgency of the public improvement and the demolition schedule.

Tenant Relocation Benefits

Financial aids to and for the benefit of tenants vary depending upon whether the Department performs the relocation operation itself, or through a private relocation agent.

If the Department itself does the relocation, the only direct benefit it extends to the tenant is a bonus payment ranging from \$300 to \$500, depending upon the size of his apartment.

* The Department's role in this respect is described more fully in the discussion of Title I, pp. 29-33.

Although the statute establishing the Department authorizes the payment of finder's fees, moving expenses and decorating costs of the apartment to which a tenant is relocated, that authorization becomes effective only upon the adoption of a schedule of benefits by the Board of Estimate. As

yet such a schedule has not been adopted.

In relocation contracts entered into between the City and private relocation agents, the scale of benefits provides for bonus payments ranging from \$300 to \$500; finder's fees of up to \$200; and decorating costs of \$25 per room; plus actual moving expenses.

The Port of New York Authority

The Port Authority* has conducted and completed two major relocation operations. The first of these involved the construction of approaches to the Lincoln Third Tunnel. The second was an outstanding job in connection with the major highway improvements involved in the construction of a second deck to the George Washington Bridge, the improvement of access facilities to the bridge, and the erection of a bus station—all in the Washington Heights area of New York City. The Authority had learned a great deal from its Lincoln Tunnel relocation experience. It applied a new approach. The Washington Heights relocation operation was accomplished a year ahead of schedule and in an atmosphere of excellent community relations.

Scope of the Washington Heights Relocation

The Washington Heights operation involved the acquisition of 77 improved parcels; including multiple dwellings, private houses, rooming houses, commercial structures, and government and institutional buildings. In addition to this acquired property there were also involved five apartment houses previously acquired by the Port Authority. On the site there were 1,818 families (approximately 8,000 persons) and 109 commercial establishments.

* The Port of New York Authority is a public corporation, established by compact between the State of New York and the State of New Jersey. As a bi-state instrumentality, the Port Authority is not subject to control by either state acting alone. Both states must concur in legislative action dealing with the Port Authority's powers and operations, and its proposals are subject to veto by either the Governor of New York or the Governor of New Jersey.

Property within the City of New York cannot be acquired by the Port Authority without the consent of New York City acting through its Board of Estimate.

Relocation Administration: The Value of a Community Relations Program

About a year before the commencement of the Washington Heights operation, the Port Authority prepared an outline of the program and set up a group to prepare a detailed "Tenant Relocation Instruction Manual" for the guidance of the relocation staff.

An elaborate community relations program was instituted to prepare the neighborhood for the relocation activities in prospect, and to deal with current community problems while relocation was in progress.

Long before the operation was scheduled to get under way a circular letter was sent to about 5,000 real estate brokers in New York City, inviting them to enlist in the program and informing them of the schedule of fees which the Port Authority would pay for their services.

Four months before the vesting of title to the area slated for acquisition, a site office was established; site tenants were moved out of buildings owned by the Port Authority as a result of prior acquisitions. Shortly thereafter, two site offices were established which were open from 8:00 a.m. to 8:00 p.m. Mondays through Saturdays, and occasionally on Sundays and holidays.

Several weeks prior to the vesting of title to the property involved, Port Authority employees visited every tenant in the site buildings; informed them of the phasing of the projects; obtained and recorded full information in regard to the tenant's family, its apartment needs, the rent it was prepared to pay, and other relevant particulars. At the same

time each tenant was handed a form notice, setting forth the schedule of benefits which the Port Authority was prepared to offer tenants to aid their relocation.

Three months prior to the scheduled demolition date, the tenants of the buildings scheduled for demolition received formal 30-day termination notices. In cases in which the tenants failed to move within the 30-day period, orders to show cause were procured looking towards the issuance of orders for their removal. In such cases the courts — after taking evidence in each case — granted an order requiring removal of the tenant, but stayed its execution to a date in the future which would permit orderly relocation and not interfere with demolition schedules.

Tenant Relocation Benefits

Bonuses paid by the Port Authority to the self-relocating tenants ranged from \$100 if the tenant moved more than one year after the taking of title, to \$200 if the tenant moved within four months after the taking of title. Moving expenses were limited to \$25 per room; decorating expenses to \$30 per room with a maximum of \$210. Finder's fees paid by the Port Authority were a maximum of \$150. Commercial tenants received no direct relocation benefits from the Authority.

The Authority has no present plans for other major operations involving relocation in New York City.

The Triborough Bridge and Tunnel Authority

At the request of the City Construction Co-Ordinator, the Authority* was designated by the Board of Estimate to act on behalf of the City in relocating tenants from site areas of some of the arterial highway projects under its jurisdiction. In the absence of such action the task would have remained the responsibility of the Department of Real Estate.

Triborough, acting as the City's agent in arterial highway and bridge approach projects, has conducted several relocation operations — principally in connection with the Narrows Bridge and Throgs Neck approaches, and with Clearview, Horace Harding and Prospect Expressways. From January 1954 to October 31, 1959, the Authority has had control over the relocation of approximately 4,142 tenants.

The Authority has no present plans for major improvements which would require relocation of tenants.

The Relocation Operation

Immediately upon acquisition of the site prop-

erty, the Authority issues to each tenant a booklet describing in considerable detail the need for the improvement involved, the benefits and services available to aid tenants in their relocation, its proposed method of operation and its demolition schedule.

Relocation is carried out by private relocation agents with whom the Authority enters into contracts. The agents selected are usually local real estate firms who either establish site offices or operate out of their own establishments.

The Authority's experience has been that the great majority of site tenants self-relocate upon payment of a bonus. Apartments offered to tenants are inspected and required to conform to set standards.

Tenant Relocation Benefits

The pattern of the Authority's aid to tenants in their relocation consists of: a bonus of \$100 for each room in the site apartment, up to a maximum of \$500; finder's fees up to a maximum of \$150; and actual decorating and moving expenses to new apartment, up to a combined maximum of \$250. Commercial tenants receive no direct relocation benefits from the Authority.

* This Authority is a public corporation established for the purpose of constructing and operating bridges, tunnels and other facilities in New York City.

The Slum Clearance Committee: Title I

Title I of the Federal Housing Act of 1949, as amended, provides aids to urban communities for slum clearance and the conservation, rehabilitation and redevelopment of rundown or deteriorating areas. As originally enacted, its legislative philosophy was intended to encourage private enterprise to sparkplug urban redevelopment programs.

How Title I Operates

Municipalities condemn areas suitable for redevelopment under plans approved by the Federal Government. The property thus acquired by the municipality is then sold to a private developer, who is referred to as the sponsor, at a price below that paid by the municipality. The difference between what the property costs the municipality in condemnation and the price at which it is sold to the sponsor is a loss shared two-thirds by the Federal Government and one-third by the municipality.

In some instances, the Federal Government absorbs as high as three-fourths of this "write-down" depending on whether or not certain administrative costs are included in the net sales price. It also contributes additional sums for moving expenses incurred in the course of relocating tenants from the site of the project to be cleared for redevelopment.

Title I operations in New York City are under the jurisdiction of the Committee on Slum Clearance — a non-statutory, unsalaried body designated by the Board of Estimate to act as its agent in recruiting eligible sponsors. The Committee negotiates comprehensive contracts under which the City offers the area for competitive bidding. However, as a matter of practice, the sponsor who has previously committed himself to the contract has uniformly been the successful bidder.*

Origin of the New York Method

The operations under Title I differ from all other situations in which the power of eminent domain is used by government for public purposes. In all

* In smaller localities, the municipality relocates the tenants and demolishes the buildings on the site. The cleared land is then sold to the sponsor.

other eminent domain cases the government itself takes over the condemned property, relocates the tenants, and clears the buildings to make way for public improvements which it then constructs.

In New York City, property condemned under Title I is sold directly to the sponsor. Under his contract with the City, and in accordance with a relocation schedule, it is his obligation to relocate tenants on the site to decent, safe and sanitary apartments before demolishing the buildings. This concept of redevelopment antedates the passage of Title I and goes back to 1945.

It was first developed in New York City's huge Stuyvesant Town project, which was constructed under the Redevelopment Companies Law and financed by the Metropolitan Life Insurance Company.† Relocation from the Stuyvesant Town site was conducted by a private relocation corporation set up especially for that purpose.

This operation called into being a new form of business — the private relocation agent — a company, person or firm specializing in moving tenants off sites of redevelopment projects to make way for demolition. Under Title I the private relocation agent is selected by the sponsor and is paid a fee for his services based upon the number of tenants on the site. This does *not* include the sums paid or obligations incurred by the relocation agent for the various inducements to facilitate the tenant's removal from the site.

A Case History in Title I Relocation

Relocation administration under Title I varies from site to site. In some cases the task is combined with management under a single agent. In others, management and relocation are performed by the sponsor; or the sponsor manages and designates an agent to relocate. The sponsor's contract requires that his choice of a relocation agent be

† In the Stuyvesant Town project the City condemned a large area in Manhattan and turned it over to Metropolitan Life Insurance Company to clear and construct on the site a massive housing development; with rentals fixed by the Board of Estimate upon application of the sponsors, and based upon a set return on the cost.

subject to the approval of the Slum Clearance Committee.

This is how the method actually worked in a case where both management and relocation were combined under the direction of a private relocation and management agent:

- Immediately upon the acquisition of the site by the sponsor, the relocation and management agent established a Site Office operated by a Site Manager and his staff. It found 2,622 families and 238 commercial tenants on the site.
- An immediate survey was made on the site area and complete data in regard to each tenant was obtained showing the number of persons in each family; the number of rooms in the unit; the rental paid by the family; utilities; and the family's apartment needs and choice of an area for relocation. This information was recorded on Site Occupancy Record Cards.
- A listing service was established in the Site Office to advise each site tenant of available suitable apartment opportunities.
- Real Estate brokers and agents were solicited and offered finder's fees ranging from \$100 to \$150 for each apartment into which tenants could be relocated.
- A Housing Authority representative was stationed at the Site Office to take and check applications by site tenants for apartments in public housing projects.
- Employees of the Real Estate Department were stationed at the Site Office to supervise the activities of the private relocation agent.
- Charts were prepared subdividing the site into areas and priorities assigned to each area based upon the demolition schedule. Tenants in the area to which top priority had been accorded were notified that the area was about to be cleared and requested to relocate themselves if possible. They were informed of the bonuses and payments which would be made to assist them in this.
- At the same time, an application was made to the

State Rent Commission for Certificates of Eviction in regard to tenants in the area selected for priority.*

- As apartments became available as the result of the operation of the listing services and the efforts of private real estate agents and landlords, they were offered to site tenants with the highest priority.
- If the tenant found the apartment satisfactory and it passed inspection by a representative of the City's Real Estate Department, arrangements were made for the tenant to move into it.

Title I Relocation Benefits and City Supervision

Title I is the only program in existence in which the relocation of site tenants to standard apartments is required by law. A tenant benefit in Title I relocation which is not available in any other relocation program is the inspection by the Department of Real Estate of apartments to which tenants relocate, to ensure that the apartment is not substandard.† An apartment must represent decent, safe and sanitary housing, reasonably within the tenant's means.

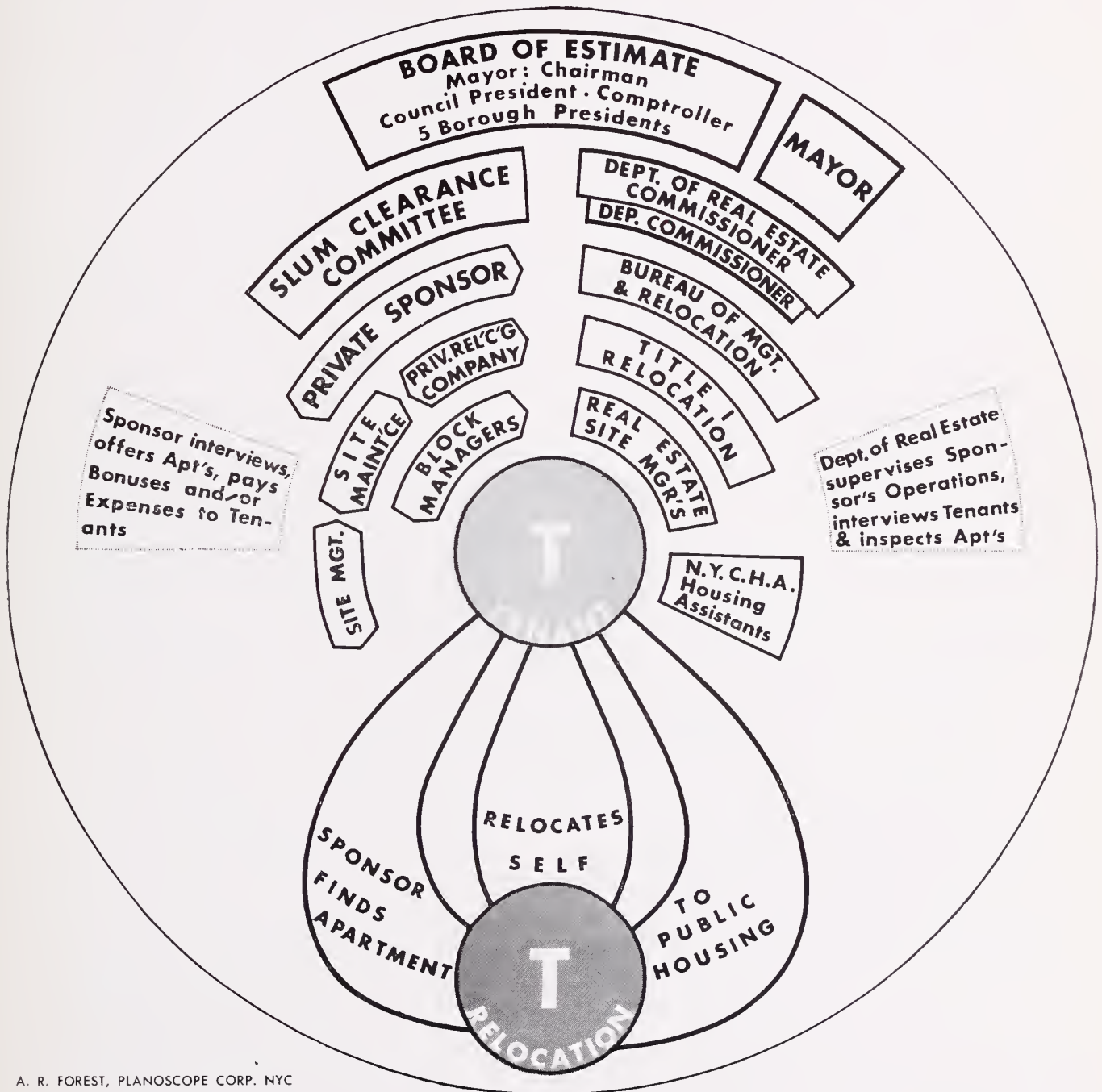
If, however, a tenant relocates *himself* to housing which the Department of Real Estate finds does not comply with these standards, he is not entitled to relocation benefits, other than moving expenses. Nevertheless, the private sponsor remains under obligation to offer such a tenant proper housing and to bear the expense of moving the tenant into it.

The Department of Real Estate supervises the relocation operations of all Title I sponsors, and the cost of that supervision is borne by the sponsors. The supervision is detailed and comprehensive and

* Customarily, the State Rent Administrator issues a certificate of eviction within 60 days after the application and makes it effective 30 days after the date of its issuance. When the certificate of eviction becomes final, summary proceedings are instituted in the Municipal Court against all tenants in the area selected who had not relocated themselves. Thereafter, a final order is granted containing a 30-day stay. This final order contains a further condition staying the issuance of a warrant of eviction until a further order is made by the court upon five days' notice to the tenant and proof by the sponsor that adequate efforts to relocate the tenant had been made and that the tenant had unreasonably rejected them.

† A substandard apartment is one which lacks central heating, a private toilet and bath, and certain other minimal requirements.

TITLE I RELOCATION TODAY



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continues to the final inspection of the housing into which the tenant is relocated. The sponsor's expenses are subject to audit by the City Comptroller.

What Happens to Families Relocated Under Title I: A Recent Sample

A breakdown of the destinations of tenants relocated from the Lincoln Square and Seward Park Projects during the period 1958-1959, is shown in the following tabulation:

Families (No.)	LINCOLN SQUARE		SEWARD PARK
	(Performing Arts) 1,647	(Fordham) 1,158	1,288
Manhattan	54.5%	57.6%	72.2% *
Bronx	12.0%	9.2%	5.0%
Queens	5.9%	9.1%	2.6%
Brooklyn	9.4%	8.5%	17.0%
Richmond	0.2%	0.1%	0.1%
Other	9.7%	11.9%	3.1%
Unknown	8.3%	3.6%	—
Total	100.0%	100.0%	100.0%

* Includes 65% relocated to Lower East Side.

Types of housing into which tenants were relocated from the Fordham and Performing Arts segments of the Lincoln Square project are shown in the following tabulations:

AVERAGE RENT PER ROOM BY METHOD OF RELOCATION

FORDHAM

	No. of Families Surveyed	Before	After
Public Housing	104	\$ 9.70	\$14.00
Sponsor Found	217	13.00	15.40
Self Relocated	445	14.06	19.80
Total	766*		

* 766 families of the 1,032 relocated were surveyed, or about 74% of the families.

PERFORMING ARTS

	No. of Families Surveyed	Before	After
Public Housing	182	\$12.04	\$11.85
Sponsor Found	457	15.72	14.67
Self Relocated	521	14.19	21.10
Total	1,160*		

* 1,160 families of the 1,309 relocated were surveyed, or about 89% of the families.

Further studies showed that both on Fordham and the Performing Arts sections the families relocated had increased the size of their living quarters, reducing the number of persons per room, and had purchased other services not enjoyed before relocation. Apparently, while rent cost had increased, the families on the whole ended up enjoying better housing than before they were displaced.

How Good Is Relocation Under Title I?

Background of Title I Relocation

Relocation in New York is not new. Prior to World War II, public improvement programs consisted of two phases, the acquisition of the property and the physical construction of the project. Tenants were given notice to vacate after the property was acquired and they were required to find their own accommodations. Since World War II the problem of tenant relocation has become one of major importance and it is now generally accepted that public works involve three phases: (1) property acquisition; (2) tenant relocation; and (3) construction.

The comprehensive three-year study entitled

URBAN REDEVELOPMENT PROBLEMS AND PRACTICES* edited by Coleman Woodbury states:

"The passage of the Housing Act of 1949 firmly fixed a definite responsibility on the public agencies proposing projects for construction under Title I of the Act. It required them to face the problem of relocation and cope with it. Relocation took its place as co-equal with site clearance."

Title I of the Act of 1949 introduced into the law, the most advanced provisions for relocation of displaced tenants. As a condition of approval and grant of Federal funds, the Act provides that:

* The University of Chicago Press (1953) (Pg. 143).

"... there be a feasible method for the temporary relocation of families displaced from the project area and that there are or being provided, in the project area or in other areas not generally less desirable in regard to public utilities and public and commercial facilities and at rents or prices within the financial means of the families displaced from the project area, decent, safe and sanitary dwellings equal in number to the number of and available to such displaced families and reasonably accessible to their places of employment."

Title I provides the most generous financial benefits to displaced tenants in relocation. Yet its administration in New York City, despite the fact that it has produced by far the largest and most impressive Title I program of improvements in the United States, has been under constant criticism.

Evaluation of Title I Relocation in New York

The administration of Title I in New York has been criticized on a variety of grounds which are not germane to this report. But much of the criticism has been directed at the conduct of relocation under Title I by private sponsors. A by-product of this has been the demand for a "central relocation bureau." To this aspect of the criticism we have given particular attention in our survey. In doing so, we considered carefully the majority and minority* opinions of the members of the City Planning Commission in its comprehensive report on TENANT RELOCATION, submitted to the Board of Estimate in 1954. We also took into consideration the 1955 report of the Sub-Committee on Tenant Relocation of the Mayor's Committee on Better Housing. The Chairman of that Sub-Committee was Minority Leader of the New York City Council, Stanley M. Isaacs.

As indicated in Part I of this report we made a survey of the operations of the Department of Real

Estate in its role of supervisor of relocation by private sponsors in Title I projects. This covered the period beginning in 1958-1959 when it was being drastically reorganized from a Bureau reporting to the Board of Estimate, into a Department* of Real Estate reporting to the Mayor, up to the present time.

Within this period, we found no evidence of lack of vigilance on the part of the Department of Real Estate in supervising the relocation work of sponsors or their agents. Such infractions of regulations as did occur were promptly acted upon when detected. What we did find was that relocation was bedeviled by the virtually insoluble, substantive problems described in Part 2 of this report and the multiplicity of serious but soluble administrative problems discussed in Part 4.

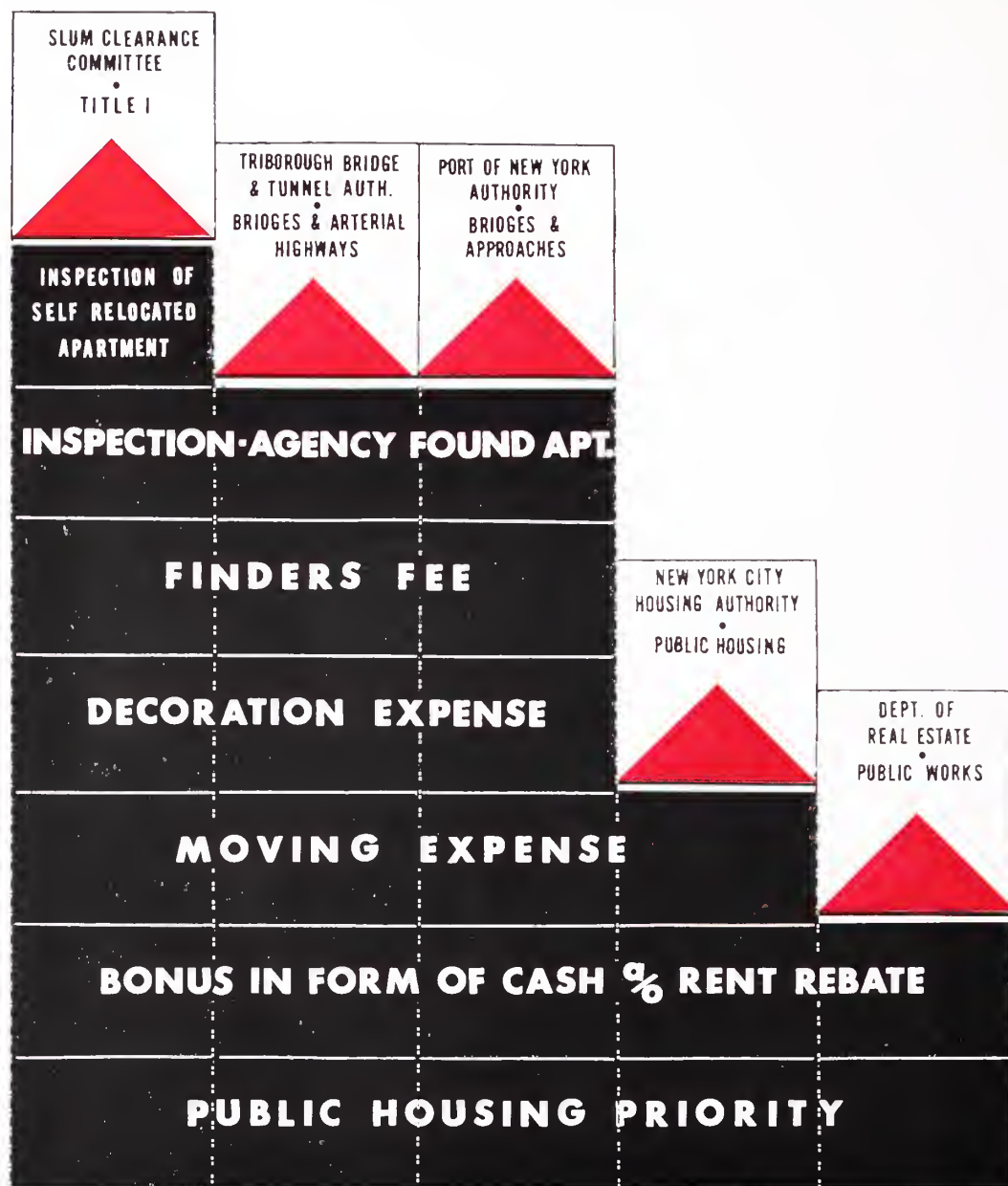
Nor have I found any substantial reason of a policy or other character why a Title I private sponsor should be regarded as constitutionally incapable of doing the job of relocation either directly or through an agent. The present provisions of Title I contracts as developed by the Shum Clearance Committee, the Department of Real Estate and the Corporation Counsel, with respect to the sponsor's obligations in relocation, are explicit and comprehensive. They are susceptible to efficient supervision by the Department of Real Estate.† In my opinion, it would be difficult in the present stage of Title I development in New York to have a repetition of sponsor or relocation agency irresponsibility such as that which occurred in Manhattantown and other early Title I projects.

* The reorganization was initiated by Mayor Wagner and the City Administrator. Simultaneously, Mr. James Felt (then Chairman of the City Planning Commission) was appointed Director of the Bureau of Real Estate to launch the reorganization which was completed by his successor, the present Commissioner of the Department of Real Estate, Mr. J. Clarence Davies. My Executive Assistant, Mr. Dwyer, played a key role in the reorganization as Deputy Director of the Bureau of Real Estate under Mr. Felt, and as Deputy Commissioner in the Department of Real Estate under Mr. Davies.

† In the reorganization of the City's relocation function proposed in the recommendations of this report, the role of the Department of Real Estate in coordinating and supervising relocation policy and practice on a City-wide basis is greatly expanded. Its reorganization is proposed to enable it to discharge its enlarged responsibilities.

* The minority of the City Planning Commission recommended that the Board of Estimate establish a Central Relocation Bureau to coordinate the City's relocation program. It also recommended the construction of 45,000 dwelling units annually for the next ten years. This, it was estimated would require the expenditure of \$150,000,000 annually or about \$4,500,000,000 in ten years. A program of this size probably would entail the relocation of over 150,000 people annually.

RELOCATION AIDS VARY BY AGENCY



A.R. FOREST, PLANOSCOPE CORP. NYC

The New York City Housing Authority on June 16, 1959 began a cautious use of finder's fees, decorating expenses and inspection of agency-found apartments. About 75 tenants have been so relocated against a current monthly average volume of 1,000 families.

The Department of Real Estate has at times in the past contracted with private firms for relocation, offering the same aids as the Triborough Bridge and Tunnel Authority contracts.

Part 4

TEN PROBLEMS OF RELOCATION ADMINISTRATION

Size of the Relocation Problem

Lack of Uniformity in Tenant Aids and Assistance (Residential)

Administrative Confusion and Bad Tenant Relations

The Hardship which Relocation Imposes on Commercial Tenants

Inadequacy of Project Programming and Coordination

No Focal Point of Relocation Responsibility

Lack of a Public Education Program in Relocation

The Special Problem of Welfare Clients

Costs of Relocation

Sources of Relocation Funds

Part 4

TEN PROBLEMS OF RELOCATION ADMINISTRATION

The ten basic problems of relocation *administration*, in my opinion, are these:

- Size of the problem — present and potential.
- Lack of uniformity in the treatment of residential tenants in relocation.
- Administrative confusion and bad tenant relations.
- Hardships which relocation imposes on commercial tenants.
- Inadequate programming of housing and other public works to minimize relocation impact.
- Lack of a fixed point of responsibility to establish relocation policies, including uniform benefits, and having the power to supervise compliance on a city-wide basis.
- There is no city-wide program of public education established by the City, with the fullest degree of participation by civic groups, community organizations, universities, schools and all media of communication on the WHAT, WHERE, WHEN, WHY, WHO and HOW of relocation.
- Special problem of Welfare clients.
- Costs of Relocation.
- Sources of Relocation Funds.

Size of the Relocation Problem

Over 78,000 families were relocated in New York City from January 1, 1954 to October 31, 1959. On our opening chart (inside front cover) we show why this relocation was necessary and the extent of each agency's operations in the process.

An urban renewal program of minimum adequacy — simply to replace 280,000 sub-standard dwellings, provide living space for 100,000 overcrowded homes, and to build up a minimum 3% vacancy rate of 50,000 standard apartments over the next ten years — *will substantially increase the size of the relocation problem and intensify its tensions.*

Lack of Uniformity in Tenant Aids and Assistance (Residential)

Lack of uniformity in the aids and assistance extended to tenants by the various agencies engaged in relocation shows up to a disturbing degree in the tabulation at page 37.

Here are a few samples of the inequalities that create tenant resentment:

- A tenant relocating himself from a five-room apartment receives a bonus ranging from \$200 to \$500 depending upon which agency is responsible for the site. He receives a bonus of \$425 from a Title I sponsor; \$200 from the New York City Housing Authority or the Port of New York Authority; and \$500 from the remaining agencies.
- A tenant located in a dwelling about to be demolished to provide for the construction of a New York City Housing Authority project, can obtain his actual moving expenses *up to \$100*. The tenant of a near-by building slated for replacement by a Title I project can receive *up to \$200* for moving expenses.
- A tenant subject to relocation by the Department of Real Estate from a building slated for demolition to make way for the construction of a new school receives no aid in finding an apartment and *nothing* for moving expenses; while a nearby tenant relocated by the Department of Real Estate through a private relocater retained by it receives such aid, and in addition, his *actual* moving expenses.
- A tenant relocated from the site of a highway improvement receives nothing for the redecorating of the apartment into which he is moved, if the relocation is done directly by the Department of Real Estate. *But* if he is relocated by the Triborough Bridge and Tunnel Authority or by the Department of Real Estate acting through a private relocater for an identical purpose, he receives an allowance for the redecorating of the

RELOCATION AIDS TO RESIDENTIAL TENANTS BY AGENCY

Type of Aid or Assistance	Title I Sponsors ⁽¹⁾	Dept. of Real Estate Direct	Contract	N. Y. C. Housing Auth. Direct	Trib. Br. & Tunn. Auth. Contract	Part Auth. Direct
SELF RELOCATION						
Bonus	\$275-\$500	\$300-\$500	\$300-\$500	Rebate last month's rent plus moving expenses \$200 Max. Included in Bonus	\$100-\$500	\$200 Max.
Moving Expense	Govt. Paid \$200 Max. ⁽²⁾	none	none		none	\$25 per room
Decoration Expense	none	none	none	none	none	\$30 per room \$210 Max.
Inspection of Apt.	yes	no	no	no	no	no
AGENCY FOUND APT.						
Finder's Fee	\$150 Max.	(3)	\$200 Max.	\$250 Max. includes Decoration Expense ⁽⁴⁾	\$150 Max.	\$150
Moving Expense	\$200 Max.	(3)	Actual Cost	\$100 Max.	\$250 Max. includes Decoration Expense	\$25 per room
Decoration Expense	\$100 Max.	(3)	\$25 per room	Included in Finder's Fee	Included in Moving Expense	\$30 per room \$210 Max.
Bonus	none	(3)	none	none	none	\$100
Inspection of Apt.	yes	(3)	yes	yes	yes	yes
RELOCATION TO PUBLIC HOUSING						
Moving Expense	\$200 Max.	none	Actual Cost	Included in Bonus	Actual Cost	\$25 per room
Bonus	none	none	none	Rebate last month's rent plus moving expenses \$200 Max.	none	\$100
Priority	yes	yes	yes	yes	yes	yes

(1) Individual sponsor relocation activities supervised by the Department of Real Estate.

(2) Deducted from bonus.

(3) Department is developing schedules to provide these aids but does not intend to pay bonus for agency found apartment.

(4) On June 16, 1959, The New York City Housing Authority began use of finder's fees, decorating expenses and inspection of Authority-found apartments. To date approximately 75 tenants have been relocated by the use of finder's fees out of a current monthly average volume of 1,000 families.

apartment into which he is relocated.

There can be no satisfactory solution to the problem of relocation — even at its present pace — until and unless tenant aids and benefits are made uniform, as a matter of law, on a city-wide basis, regardless of the agency that does the relocation.

Administrative Confusion and Bad Tenant Relations

To the tenant about to lose his home, there is nothing more important than the way in which the bad news is conveyed to him. This is evident, for example, in the simple but important matter of informational notices sent to the tenants.

The Port of New York Authority and Triborough Bridge and Tunnel Authority provide clearly written, simple, comprehensive statements.

In Title I projects, however, three types of notices are sent to each tenant: a general statement by the sponsor, a similar statement by the Department of Real Estate, capped by a frightening certificate of eviction from the State Rent Commission.

This goes on despite the fact that as far back as June 1955 the Subcommittee on Tenant Relocation of the Mayor's Committee on Better Housing, under the chairmanship of the Honorable Stanley M. Isaacs recommended:

"In the case of public improvements requiring relocation of tenants living on the site thereof, the policy recommended is that such tenants should be advised at the earliest possible moment with respect to:

- (a) Why it is necessary to clear the site;
- (b) When they will be required to be off the site;
- (c) What their legal rights are as to staying;
- (d) Whether they are entitled to go into public housing;
- (e) What help they may expect to receive in locating other housing;
- (f) What financial assistance they can expect to receive to help them in moving."

Lack of uniformity of procedures not only makes administrative efficiency impossible but actually creates popular hostility against relocation.

The Hardship Which Relocation Imposes on Commercial Tenants

The problem most difficult to solve is that of the commercial tenant in a site building which is condemned. Since January 1, 1954 over 10,000 tenants have had their businesses dislocated. (See tabulation below.)

Commercial leases, as a rule, contain a clause under which the lease automatically terminates when the building is condemned. In such a case the owner gets the full award; the tenant gets nothing — not even the value of the term of years he expected to enjoy his lease. Trade-fixture awards made to commercial tenants in condemnation proceedings are minimal, and in no way reflect adequately the tenant's actual loss.

Where the commercial tenant happens to be a

small proprietor of a retail or service establishment the results of such dislocation can range from crippling financial loss to outright ruin. To be sure, a small commercial tenant occupying a loft can move his operation without substantial loss to his business. But the proprietor of a neighborhood retail or service store, if forced to move from a site, loses his business completely. *The only exception* is the rare instance when he can obtain comparable space in the immediate neighborhood and so retain at least some of his customers.

Inadequate Relocation Benefits. Right now, the only benefits received by commercial tenants dislocated by public improvements or government-activated improvements is the payment of actual removal expenses. This in the case of Housing Authority projects is limited to \$500. In Title I projects he gets up to \$3,000. In all other projects he gets nothing.

- The actual moving expenses of a small retail or service establishment are generally less than \$500; but the removal expenses of a large commercial establishment occupying space in a loft building on a site to be demolished can run into many thousands of dollars.
- Neither the \$500 paid by the Housing Authority, nor the \$3,000 paid by the Title I projects, adequately compensate for this kind of moving expense.

No Compensation for the Loss of Good Will. More significant however is the lack of compensation for the actual value of a business destroyed by dislocation. The rule-of-thumb sales value of a small retail business is generally based upon a multiple of its receipts. This multiple varies in the case of each business; but as a rule, the value of a going

COMMERCIAL RELOCATION IN NEW YORK CITY January 1, 1954 — October 31, 1959

	Dept. of R. E.	Slum Clear. Comm.	N. Y. C. Housing Auth.	Trib. Br. & Tunn. Auth.	Port of N. Y. Auth.	Total
1959	371	649	602	126	16	1,764
1958	565	844	457	237	73	2,176
1957	428	304	436	86	20	1,274
1956	575	490	550	76	—	1,691
1955	514	390	575	97	—	1,576
1954	371	434	853	231	19	1,908
Total	2,824	3,111	3,473	853	128	10,389

retail business in a good neighborhood can be readily determined. However, as in most other jurisdictions, *New York courts decline to recognize damages for loss of good will by tenants whose leases are terminated in condemnation proceedings.* The courts take the view that this does *not* constitute taking of property without due process of law under the Federal and State constitutions.

Some Exceptions to the Rule. But there are circumstances in which commercial tenants on property taken by eminent domain are compensated for the losses which they actually sustain, and more.

A striking example is provided in New York City's acquisition of property outside the City for water supply purposes. Here, in contrast to what it does for its own small businessmen, the City, in dealing with the businessmen *outside* the City must *pay them generous awards* based upon their business losses. In these cases:

- A person indirectly affected adversely by the taking of land for water supply purposes (in Delaware, Sullivan, Orange or Ulster counties) is legally entitled to a substantial award notwithstanding the fact that his property is not actually acquired by the City.
- An employee of a business establishment who loses his job as a result of New York City condemnation of property outside the City for water supply purposes receives the equivalent of six months' wages.

Should New York City decide to extend to its *own* small businessmen the benefits which it has been required to give their counterparts in the upstate water supply area, the cost would be a serious matter in any program of urban renewal. It would also raise the question whether and to what extent such costs should be shared by the City and the Federal Government in any such program.

Inadequacy of Project Programming and Coordination

One of the basic problems in relocation is the programming and scheduling of housing projects and public works to assure that (1) excessive disruption is not caused in any one area at any particu-

lar time; and (2) in cases where public or other housing is to be built, that it will be ready at the right time and place to provide maximum relocation assistance. It is essential that projects are programmed and their construction scheduled in a way that will not create intolerable pressures on a given area.

Programming is important for another reason. There is mounting evidence of widespread deterioration of old housing, and gross overcrowding of such tenements and other dwellings throughout the City. This has arisen from a combination of circumstances, but undoubtedly one factor has been the displacement of families at a rate which makes it impossible for them to be absorbed into the existing supply of satisfactory housing, new or old. Already this process may have resulted in the creation of new slum areas. Certainly it has intensified the overcrowding in present slum areas. Such a process, if left uncorrected, will result in the creation of new slums at a faster pace than old slums can be eliminated.

Relocation operations must be coordinated at the local level — *in neighborhoods* — where two or more projects are being carried out under different agencies. At the present time, there is no effective mechanism for such coordination.

No Focal Point of Relocation Responsibility

Agitation for a central relocation agency to take over and *consolidate all relocation operations in the City* has resulted from the problems which I have outlined. This notion is delusive. It is a mistake to think that any particular form of organization, whether centralized or decentralized, will provide "the answer" even to the administrative problems which bedevil relocation now.

Any organization — whether it is of a business or government character — is nothing more than a vehicle through which policies are administered, decisions made, and operations audited in compliance with policies as established. It can be ruined by well-meaning people applying unsound policies. For relocation, what is needed are wise policies,

sound organization, and above all the right people — people sympathetic to the plight of those human beings whose homes, lives and businesses are uprooted through no fault of their own.

Lack of a Public Education Program in Relocation

There has been a complete absence of communications between the City administration and the people on the subject of relocation, which reflects and contributes to the confusion of policy and administration which now exists.

Unless and until an educational program is devised by the Administration that reaches the “grass roots” of the City where relocation hardships strike most heavily, the popular resistance to it will continue to mount and invite professional exploitation.

The Special Problem of Welfare Clients

In addition to the major problems of relocation *administration* listed, there is the peripheral one of providing housing services for clients of the Department of Welfare. These number 350,000 who are adversely affected by the shortage of city housing.

Welfare Commissioner Dumpson's letter to me highlights this problem, and proposes that the City:

“Remove from the Department of Welfare all responsibility for providing housing services. This is not, under the law, a Department of Welfare function. Its legal responsibility in relation to housing is to provide the necessary funds to meet the cost of the recipient's housing needs.”

This, however, affects the total housing problem and is not a relocation problem within the scope of this report.

Costs of Relocation

Variations in the cost of relocation by the several agencies reflect some difference in operating efficiency. But to a greater extent they result from two factors: The services given to the tenants and the relocation payments made.

The Housing Authority has the lowest cost of any of the operating agencies; but it also has available to it the largest reservoir of housing in which

to relocate tenants. Conversely, relocation done by private agents under contract to the Department of Real Estate and the Triborough Bridge and Tunnel Authority has been relatively costly; but these agencies are required to provide intensive apartment-locating effort and liberal bonus payments. Relocation in Title I projects has also been relatively costly. But again, its scale of payments to tenants is high. The comprehensive relocation effort of the Port of New York Authority resulted in high relocation cost.

Available figures show that nine selected projects of the New York City Housing Authority covering the relocation of 17,280 families, averaged \$128 per family in relocation costs. In five Title I projects, involving 5,662 families, the average cost per family was \$327. The Department of Real Estate, in 28 projects relocating 5,600 families by private relocators, averaged \$489 per family. The Port of New York Authority's Washington Heights project averaged \$599 per family.

Sources of Relocation Funds

All relocation costs are borne ultimately by the tax-paying public. But the sources of funds are varied:

- In Title I projects, moving expenses are paid by the Federal Government; other payments are made by the sponsors and charged against site rental revenues. The net cost of the relocation operation is of course reflected in the amount which the sponsor is willing to bid for the property.
- The Housing Authority operates with a combination of Federal, State and City subsidies.
- In relocation programs carried out by the Department of Real Estate, direct costs are borne as part of the capital cost of the particular improvement, i.e., highways, schools, etc. to be constructed on the site. The same is true of the Triborough Bridge and Tunnel Authority and Port Authority operations.
- For arterial highways, funds are provided largely from Federal and State highway aid and from the operation of toll-paying bridges and tunnels.

Part 5

CONCLUSION AND RECOMMENDATIONS

Conclusion

The Semantics of "Central Relocation"
Three Alternatives of Organization

Recommendations

A Ten Point Program of Action

Part 5

CONCLUSION AND RECOMMENDATIONS

CONCLUSION

The Semantics of "Central Relocation"

My staff and I have given intensive study to the best, the most practical and the most economic solution to the ten problems of relocation administration. I have carefully considered the question *whether* a central relocation bureau* should be established and *how* it should be organized.

We have found in the course of our survey that many well-meaning people, unfamiliar with the massive complexities of the problem, call for the immediate establishment of a "central relocation bureau," but are wholly unable to define the functions of the bureau whose creation they demand. Even the experts on relocation, inside and outside the City administration, are unable to agree.

Our review of numerous and conflicting opinions and proposals coupled with our own analysis of the problems of relocation administration in New York City and the techniques of relocation in other large cities, led me to the inescapable conclusion that the agitation for a central relocation agency was put-

ting the cart before the horse. In other words . . . the establishment by the City of fair, equitable and uniform policies applicable on a City-wide basis to all tenants displaced by the exercise of the City's power of eminent domain is *the* consideration of *primary* importance. The kind of *organization* necessary and appropriate to carry out or supervise compliance with the policies established is *secondary*.

An organization, whether it is of a business or governmental character, is nothing more than a vehicle through which *policies* are administered. Any organization, whatever its form, can be ruined by the *wrong people* trying to apply sound policies, or by well-meaning people applying the *wrong policies*.

To the extent that the problems of relocation in this City are soluble by administration, the answer must be found in fair, equitable, uniform and humane policies administered by competent personnel sympathetic to the plight of human beings whose homes, families and businesses are uprooted through no fault of their own.

Given the right policies and the right people, the organization of relocation in my judgment should

* A central relocation "bureau" in the strict sense of the term is one in which the central relocation bureau would assume, consolidate and perform directly with its own staff the relocation functions of all agencies engaged in relocation in the City.

be *decentralized* to the maximum extent possible and placed in the hands of *qualified* private relocation firms, operating under the strict supervision of the City administration.

The reasons for my conclusion go to the heart of our free institutions.

Relocation is a problem as broad and as complex as the population profile of the City itself. Any rational approach to its solution must enlist the confidence, acceptance and vigorous participation of all elements of the community through the dynamics of our free institutions, political and economic. Specifically, any meaningful effort by the City to deal effectively with the problems of relocation requires the mobilization of the energies, experience and management know-how of private enterprise and all-out community effort.

Three Alternatives of Organization

Starting with the assumption that a uniform City-wide relocation policy would be established by law, applicable to all agencies engaged in relocation in New York City (except the Port of New York Authority which would require New York and New Jersey legislation) the question remained *how* and *where* the responsibility of administering it should be organized. There were three alternatives:

- (1) to establish a new City agency;
- (2) to transfer the function to the New York City Housing Authority; or
- (3) to reorganize the Department of Real Estate and provide it with the managerial resources to do the kind of job that I regard as necessary and desirable.

I dismissed the first alternative as unrealistic and administratively undesirable. But I gave serious consideration and intensive study to the second which several relocation experts, inside and outside the City administration, strongly recommended as a logical and desirable solution to the problem. The reasons advanced were persuasive. To begin with, the Authority has the largest and most extensive experience with direct relocation of any public agency in the City. It has a competent and experienced relocation staff. Its relocation organization, methods and procedures have met the test of time.

Its costs of operation are reasonable; and it controls a large reservoir of public housing. Chairman Reid and his colleagues, Messrs. Robbins and Madigan, are experienced administrators and sensitive to the human problems which relocation entails.

My General Counsel and I fully explored the matter with Chairman Reid and his colleagues, Messrs. Robbins and Madigan, and the technical experts of the Authority. But, after mature reflection, I concluded that the Authority was not the place to establish the kind of relocation function that I regarded as necessary and desirable. My reasons are these:

- For the foreseeable future, the substantive and administrative problems of relocation will permeate every facet of the City's redevelopment effort. They require a sensitivity and flexibility of response by the City administration which might be prejudiced by placing the responsibility for the *administration* of relocation in an agency beyond the direct and immediate control of the Mayor and the Board of Estimate.
- Furthermore, the administration of relocation on a City-wide basis by the Authority with its own relocation staff would militate against the participation of qualified private relocation firms in the relocation effort.
- Finally, the Authority is charged with functions and activities of significant import to the City's future. Its energies should not be diverted from its major task of building the low-income housing which the City so desperately needs.

I have elected what I consider the best, the most practical and the most economic form of organization — consistent with our free institutions — to supervise, coordinate and enforce on a City-wide basis, compliance with a fair, uniform, and equitable relocation policy to be established by law.*

In the recommendations which follow I spell out a detailed Ten Point Program of Action by which my proposals can be made effective immediately.

* The legislation which I recommend for this purpose, if enacted, would require the New York City Housing Authority to conform to rules and regulations and to schedules of uniform tenant benefits in relocation; but is not intended to affect its internal administrative methods or to require the discontinuance of its existing direct relocation operation.

RECOMMENDATIONS

A Ten Point Program of Action

Specifically, I Recommend:

1. *Enactment of A State Law Which Would Enable the Board of Estimate to Provide A Bill of Rights For Tenants in Relocation. A Draft of the Proposed Bill is Included in This Report as Annex 3.*

- *What The Proposed State Law Will Do.* The law will vest broad powers in the Commissioner of Real Estate, subject to the approval of the Board of Estimate, to fix tenant relocation benefits and to regulate relocation administration on a City-wide basis. The law affects the New York City Housing Authority and the Triborough Bridge and Tunnel Authority and, therefore, requires enactment by the State legislature. The law, when enacted, will squarely impose on the Commissioner of Real Estate the full responsibility for implementing the tenants' BILL OF RIGHTS as established by the Board of Estimate. It will give him broad powers to carry out his responsibility, because:

- The Commissioner is required to establish relocation services for occupants of City-owned buildings under his jurisdiction.
- The Commissioner is required, subject to the approval of the Board of Estimate, to establish a schedule of uniform minimum relocation payments to be made to or for the benefit of tenants required to be relocated.
- The schedule must include bonuses, moving expenses, redecorating expenses and finder's fees. As indicated above, it is applicable not only to relocation operations conducted by the Department of Real Estate but also to operations conducted by the Housing Authority, the Triborough Bridge and Tunnel Authority, and Title I sponsors.
- In addition to establishing a schedule of uniform minimum benefits, the Commissioner is authorized to establish such other benefits as he may find necessary, depending on special circumstances.

- The Commissioner is required, subject to the approval of the Board of Estimate, to adopt Rules and Regulations controlling relocation practices and procedures in the City.

- The Commissioner is empowered to schedule and coordinate the tenant relocation operations of all agencies and persons subject to the Regulations.

In order to provide for adequate policing of relocation, the Commissioner is authorized to examine, investigate and inspect relocation operations of all agencies, public and private, which are subject to his Rules and Regulations.

2. *Enactment of a Local Law by The New York City Council Amending the City Charter to Authorize The Appointment of a Deputy Commissioner For Relocation in The Department of Real Estate. A draft of the proposed bill is included in this report as Annex 4.*

- *What The Local Law Will Do.* Unlike the existing provisions of the City Charter (which limit the choice of the present sole Deputy Commissioner of Real Estate to persons in the real estate field) the qualifications prescribed for the Relocation Deputy require that he shall have had *broad executive or administrative experience and training which, in the opinion of the appointing officer, specially equips him to perform the new relocation functions and responsibilities of the Department.* The purpose of this provision is to afford the Mayor and the Commissioner of Real Estate a wide range of choice in selection of a Relocation Deputy with the qualifications necessary to carry out the obligations of his exacting and newly created office.

3. *Reorganization of the Department of Real Estate* to provide it with the personnel, administrative structure and managerial resources to enable it to carry out the expanded obligations and functions under the recommended legislation. A chart depicting the proposed organization of the Department of Real Estate appears on the inside back cover of this report and facing it is a detailed statement of allocation of functions and responsibilities in the new

organization. Assuming prompt passage of the recommended state and local legislation, the proposed reorganization plan which has been developed in the fullest detail by my staff and myself can be put into effect by the City Administrator and the Budget Director, when approved by the Mayor and the Board of Estimate.

4. *Appointment by the Mayor of a Citizens' Relocation Board* to ensure maximum citizen participation by representatives of community and civic groups and leaders of minorities particularly affected by relocation in advising the Deputy Commissioner for Relocation. The functions of the Citizens' Relocation Board are described in the statement of functions facing the organization chart on the inside back cover of this report. The Citizens' Relocation Board if carefully selected, should serve admirably as the initiating and focal point of a program of public education and two-way communication between the City administration and the communities affected by relocation.

5. *Appointment by the Mayor of an Inter-Agency Relocation Coordinating Committee*, made up of top representatives of the City agencies directly concerned with and affected by relocation to aid the Deputy Commissioner in developing a balanced relocation program for the City. The membership of the Inter-Agency Relocation Committee is listed on the organization chart on the inside back cover of this report. Its mission would be to provide the day-to-day machinery of inter-agency programming, coordination and scheduling of relocation activities which does not now exist. The functions of the Coordinating Committee are listed in detail on the page facing the organization chart. The need, at the policy level, for coordination and scheduling of construction projects on a City-wide basis, and the appropriate form of organization for that purpose, will be the subject of my final report.

6. *Adoption by the Board of Estimate of Positive Policies for the Relief of Small Businessmen Displaced by Relocation.* This should include the following measures:

- Establishment of a City-wide policy of planning and designing public improvements to provide

maximum opportunity for the placement of small business firms displaced from the site of the improvement.

- Adoption of a City-wide policy to stimulate the design of housing projects, whether public or publicly assisted, to include small stores and shops (as well as the large chain stores and supermarkets), to preserve the small neighborhood store as a community institution.
- Adoption of a City-wide policy in highway right-of-way acquisition to include excess condemnation in order that incidental pieces of marginal land could be used for small business commercial development wherever appropriate to the neighborhood.
- Establishment of priorities for displaced firms in new commercial locations on City public housing and public improvement projects.
- Encouragement of loans by private lending agencies, the Federal Small Business Administration, and from other sources, to enable displaced firms to reestablish themselves.
- The City Department of Commerce and Public Events should advise and assist small businessmen on relocation; and maintain a City-wide clearing house on site and market data to provide the professional relocation guidance beyond the means of most small proprietors.

7. *Adoption by the Board of Estimate of a Policy Vesting in the Department of Real Estate Responsibility for and Control Over the Scheduling of All Demolition by the City in Public Works.*

- *The Why of this Recommendation.* The Department should be charged with responsibility for demolishing buildings whose tenants are relocated by the Department itself. The reason for this recommendation is to enable the Department to clear a site as soon as its buildings have been vacated. The technique of progressive scheduled demolition has been successfully employed as a matter of standard practice by the New York City Housing Authority and on some Title I sites where the population density is high.

The present handling of demolition by *several* City agencies should be ended immediately. The procedure is cumbersome, ineffective and costly. It involves changing orders on the main construction contract and other forms of duplication and waste. In addition, lack of coordination between site acquisitions, relocation and construction has created situations where vacant buildings have been standing for years on partially cleared sites. Even on sites completely cleared of residential tenants, vacant buildings have been left standing for as long as two years. These create nuisances, providing opportunities for juvenile delinquency and inviting vandalism and crime.

8. *Adoption by the Board of Estimate of a Policy Vesting in the Department of Real Estate the Authority to Provide Social Services to Tenants Affected by Relocation.*

- *The Why of this Recommendation.* Relocation causes family uprooting and to many it creates serious sociological problems. Relocation to strange new quarters is an emotional shock to those who are aged or infirm, and to mothers of small children.

Availability of a social worker *at a relocation site* would tend to minimize these tensions, and to eliminate a factor which produces much of the existing bitterness among relocatees, civic, community and religious groups.

9. *Adoption by the Board of Estimate of a Policy Vesting in the Department of Real Estate the Approval Authority Over the Relocation Contracts Between Title I Sponsors and their Relocating Agents.*

- *The Why of this Recommendation.* As the agency responsible for the supervision of relocation under

Title I contracts, the Department should have the power of approval of the relocation contracts between a Title I sponsor and the relocation firm selected by him to carry out the relocation of tenants from the project site. This power is now lodged in the Slum Clearance Committee by the Board of Estimate.

10. *Immediate Adoption and Maintenance on a Permanent Basis of a City-Wide Program of Public Information and Education on the What, Where, When, Who, Why and How of Relocation.*

- *What the Recommendation Means.* Because of the explosive character of the problem of relocation, no program for its administration, no matter how expertly conceived or how intelligently carried out, can possibly succeed unless it has a broad base of public understanding, acceptance and support.

This means a massive effort in city-community participation under the leadership of the Mayor as the Chief Executive of the world's greatest metropolis. The proposed structure of the Department of Real Estate as reorganized will serve as a point of departure for such a program. But to be truly effective, it must be expanded under the Mayor's leadership to take hold in the institutional power structure of the community.

In the last analysis, the degree of public understanding and acceptance of the hardships of relocation will depend on two factors. The first of these is the educative power of all communications media, of our educational system and the leaders of all segments of public opinion. The second depends on the quality of the City administration's empathy for and its ability to communicate effectively with the people on whom the burden of relocation rests most heavily.

ANNEX 1



CITY OF NEW YORK

OFFICE OF THE MAYOR

NEW YORK 7, N. Y.

August 27, 1959

EXECUTIVE MEMORANDUM #67

TO: Commissioners and Heads of all City Departments and Agencies
FROM: Hon. Robert F. Wagner, Mayor of the City of New York
SUBJECT: Special adviser on housing and city renewal

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On August 20, 1959, with the approval of the Board of Estimate, I designated J. Anthony Panuch, Esq. as my special adviser on Housing and City Renewal to conduct an extensive review of the City's functions, policies, programs, plans and operations in publicly aided private housing, slum clearance, tenant relocation and neighborhood conservation, to confer with City, Federal and State officials, and to submit to me not later than February 1, 1960 a report containing specific recommendations for a comprehensive City policy and program affecting housing and urban renewal.

This project is of outstanding importance to the City and all Commissioners are directed to extend the fullest cooperation to Mr. Panuch, and to make available promptly records, data and personnel so that the vital objectives will be fully realized.

Robert F. Wagner

M a y o r

ANNEX 2



CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK 7, N. Y.

October 6, 1959 - maq

Mr. J. Anthony Panuch
225 Broadway
New York, New York

Dear Mr. Panuch:

This is in relation to your recent assignment to investigate and draft new proposals in connection with the various housing, slum clearance and urban renewal and conservation programs carried on by various agencies of the City government, coupled with the problem of relocation of persons affected by those, and other public programs, such as highways, schools, public buildings and parks, for example.

You and I have understood from the start that you would make your recommendations as to possible organizational changes with complete independence of thought, and at the earliest date possible, with February 1st as a target. This remains our understanding.

Nevertheless, there is one aspect of your survey which in my judgment, demands an absolute priority, and therefore I am taking the liberty of requesting it, since it lies within the scope of our original agreement, and in no way interferes with the independence of judgment requested of you.

I refer, of course, to the problem of relocation. In a city such as ours, with virtually no vacant land in the core of the city itself, any new public improvement — in fact, any private improvement, involves displacement of the prior occupant, be he owner or tenant.

In the case of public improvements, the owner has to yield, whether he likes it or not, to the public right, the power of eminent domain. The tenant likewise has to move. Both the existing statutes and the moral obligations of government to be the government of all of its people require it to assume the responsibility of relocating the person displaced from his home or business.

This is a problem which has grown slowly, but steadily, with the pace of renewal of our housing plant and our business plant so necessary for the continued vitality of a Metropolitan City like New York.

Mr. J. Anthony Panuch

October 6, 1959

And as it has grown slowly, so has the re-location process. When the renewal program got underway, there were still places to which a slum tenant could go on his own initiative, even though sometimes it was another slum. As the program accelerated, the problem of finding another place to live, decent or indecent, has grown. Today, as the renewal program reaches full speed, the problem of relocation has become the No. 1 problem of New York.

I have worked patiently on the matter. It has been the subject of innumerable discussions. Many, many steps have been taken to insure better procedures, and greater protection for the people being dislocated against their will. Many recommendations have been made for a central relocation bureau. There have been excellent reasons, mainly financial, why the city did not embark on this scheme earlier. Today, our problem in connection with relocation is so great that the financial reasons can no longer be allowed to control.

What I am asking you to do is to give me an immediate report just as fast as your doing a proper job permits -- on whether and how it should be set up.

In my judgment, the city is up to its neck in the real estate business today, whether it likes it or not, because no one else was doing the job, and since it is a job that has to be done, it is our business to see that it is done the best way it can be done.

Sincerely yours,

A handwritten signature in dark ink, reading "Robert F. Wagner". The signature is fluid and cursive, with a large, sweeping "R" and a long, trailing "W".

M a y o r

ANNEX 3

AN ACT TO AMEND THE ADMINISTRATIVE CODE OF THE CITY OF NEW YORK IN RELATION TO THE POWERS OF THE COMMISSIONER OF REAL ESTATE OF SUCH CITY TO ESTABLISH RELOCATION BENEFITS AND AIDS

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

SECTION 1. Section H152c-1.0 of the administrative code of the city of New York, as added by chapter three hundred nine of the laws of nineteen hundred fifty-nine is hereby repealed and reenacted, to read as follows:

§H152c-1.0. RELOCATION OF TENANTS

1. The commissioner shall have the power and it shall be his duty to:

(a) Provide and maintain tenant relocation services for tenants of real property which he is authorized to maintain and supervise. Such services shall consist of such activities as he may deem necessary, useful or appropriate for the relocation of such tenants, including but not limited to the gathering and furnishing of information as to suitable vacant accommodations, the making of studies and surveys for the purpose of locating such accommodations and the provision of facilities for the registration of such accommodations with the department by owners, lessors and managing agents of real property and others.

(b) Subject to the approval of the board of estimate, fix and promulgate and from time to time amend a schedule of uniform minimum payments to be made to or for the benefit of and to aid in the relocation of tenants, and a schedule of such other payments to be made to or for the benefit of and to aid in the relocation of tenants as he may determine. Such schedules shall be applicable as herein provided and shall include but need not be limited to payments to be made to such tenants to induce their voluntary removal, moving expenses and expenses of redecorating accommodations to which such tenants are relocated and payments to persons for the services of finding accommodations to which such tenants are to be relocated.

(c) Subject to the approval of the board of estimate, adopt and promulgate and from time to time amend rules and regulations in regard to relocation practices and procedures, applicable as herein provided.

(d) Schedule and coordinate the tenant relocation operations of agencies, public corporations, persons, firms and corporations to which the rules and regulations promulgated pursuant to this section are applicable.

2. The commissioner shall have power to:

(a) Let contracts for the painting, decorating, repair or renovation of accommodations to which tenants of real property which he is authorized to manage and superintend are to be relocated and contracts for the furnishing of removal services to any such tenants.

(b) When authorized by the board of estimate, let contracts for the furnishing of services, payments and benefits deemed necessary, useful or appropriate for the purpose of assisting in the relocation of tenants of property which he is authorized to manage and superintend, provided that payments to be made to or for the benefit of such tenants shall be those fixed and promulgated pursuant to paragraph (b) of subdivision one.

3. Notwithstanding any other provision of law, the schedules promulgated pursuant to paragraph (b) of subdivision one of this section and the rules and regulations promulgated pursuant to paragraph (c) of subdivision one of this section shall, to the extent to which they are not inconsistent with any federal act or regulation issued pursuant thereto, be applicable to every agency and public corporation engaged in the relocation of tenants, including but not limited to the department, the New York city housing authority and the triborough bridge and tunnel authority, and shall also be applicable, as therein provided and to the extent to which they are not inconsistent with any federal act or regulation issued pursuant thereto, to every person, firm or corporation whose relocation activities are subject to the supervision of the department pursuant to section 1152c-3.0 of this code.

4. The commissioner shall have the power to investigate, examine and inspect relocation operations which are subject to the rules and regulations promulgated pursuant to this section.

5. The commissioner shall semi-annually submit to the mayor and the board of estimate a detailed report on tenant relocation activities in the city and recommendations in regard thereto and shall coordinate the efforts of and consider the reports, recommendations and suggestions of public and private agencies and civic groups in regard thereto.

§2. This act shall take effect immediately.

ANNEX 4

A LOCAL LAW TO AMEND THE CHARTER IN RELATION TO ESTABLISHING A DEPUTY COMMISSIONER FOR RELOCATION IN THE DEPARTMENT OF REAL ESTATE

Be it enacted by the Council as follows:

SECTION 1. Section eleven hundred fifty-one of the charter is hereby amended to read as follows:

§1151 DEPUTY: *RELOCATION DEPUTY*

The commissioner may appoint one deputy, who shall have had at least ten years of experience in managing, selling or appraising real estate. *The commissioner may also appoint a deputy in charge of relocation, whose ability to discharge the functions imposed upon the commissioner by law in relation to tenant relocation shall, in the commissioner's opinion, have been demonstrated by relevant executive or administrative experience and training.*

§2. This local law shall take effect immediately.

(New matter in italics)

CENTRALIZED POLICY . . .

CENTRALIZED SUPERVISION . . .

DECENTRALIZED OPERATIONS

Statement of Proposed Relocation Functions within the DEPARTMENT OF REAL ESTATE

DEPUTY COMMISSIONER FOR RELOCATION will:

- Advise the Board of Estimate and the Mayor, through the Commissioner of Real Estate, on all relocation matters.
- Carry out city-wide relocation policies adopted by the Board of Estimate and the Mayor.
- Promulgate city-wide relocation rules, regulations, and procedures to implement policies adopted.
- Develop standards for relocated apartments and inspect for compliance.
- Approve relocation contract between private sponsor and relocating agent.
- Coordinate, schedule, and expedite relocation of site tenants resulting from public improvements, public housing, publicly aided private housing, code enforcement and other causes.
- Manage, maintain, relocate and demolish acquired properties for public improvements directly or by contract with private real estate firms.
- Supervise relocation activities of private sponsors.
- Audit for compliance the relocation practices of city agencies.
- Develop and maintain statistics on vacancies and movement of relocated families.
- Establish and maintain a central vacancy listing service.

ADVISING THE DEPUTY COMMISSIONER will be:

A CITIZENS' RELOCATION BOARD.

- Advise the Deputy Commissioner on uniform relocation aids, benefits and assistance to tenants.
- Suggest criteria for prequalifying relocating agents.
- Create special ad hoc committees composed of community and civic representatives to perform special studies.
- Provide for maximum participation by community and civic groups.

INTERAGENCY RELOCATION COORDINATING COMMITTEE.

- Aid the Deputy Commissioner in developing a balanced relocation program for the City which reflects the views of City agencies directly concerned with and affected by relocation.

STAFF ASSISTANCE TO THE DEPUTY COMMISSIONER:

PROGRAM PLANNING.

- Develop, review, and evaluate, on a continuing basis, the residential and commercial city-wide relocation program.

INFORMATION PROGRAM.

- Develop informative and educational material for tenants, community and civic groups for each site and for the public in general.

ADMINISTRATIVE ANALYSIS.

- Develop organization, policies and procedures for the city-wide relocation program.
- Review, on continuing basis, organization and procedures to develop the most effective, efficient and economical operations.
- Develop an effective management reporting system.

SERVICE UNITS TO THE DEPUTY COMMISSIONER:

RESEARCH AND STATISTICS.

- Develop a research program to include the types, composition, income rentals, of families relocated and where and at what rentals they are relocated.
- Maintain appropriate statistics; analyze and submit reports on relocation data.
- Conduct research and recommend techniques to be included in the relocation program.

ACCOUNTING.

- Maintain required accounting procedures; and maintain appropriate cost data.

ADMINISTRATIVE SERVICES.

- Provide administrative and clerical services.

FIELD OPERATIONS.

DIRECTOR OF RELOCATION.

- Direct and supervise the city-wide relocation program in the field.
- Coordinate the scheduling of relocation and demolition of condemned properties.
- Determine relocation services in conformity with established policy.
- Maintain central vacancy listing.
- Provide social and welfare relocation services to sites.
- Audit relocation practices of city agencies for conformance to standards.
- Manage condemned properties.
- Relocate tenants directly or by private contract.
- Supervise private sponsors' relocation activities.

FUNCTIONAL SPECIALISTS UNDER THE DIRECTOR.

SOCIAL AND WELFARE RELOCATION SERVICES.

- Assist in relocating tenants with social and welfare problems.
- Assist the site staff in relocating welfare clients.
- Train relocation staff to refer tenants to appropriate social and welfare agencies.
- Provide consultative services, to other City agencies concerned with relocation of tenants with social and welfare problems.
- Review Welfare cases where excessive rents are paid and unusual hardship exist and recommend the use of aids to relocate them.

FIELD SERVICES:

SITE MANAGEMENT AND RELOCATION OF CONDEMNED PROPERTIES.

- Manage properties.
- Relocate tenants.
- Certify tenant payments.
- Inspect apartments.

SITE MAINTENANCE OF CONDEMNED PROPERTIES.

- Maintain buildings.
- Make repairs.
- Provide custodial services.

TITLE 1 SUPERVISION.

- Supervise relocation activities of private sponsors to insure contractual compliance.
- Inspect and certify apartments.
- Ensure compliance with federal regulations.
- Certify bonus and moving payments.
- Resolve disputes between tenants and sponsor.

DEMOLITION.

- Coordinate demolition scheduling with relocation and construction schedules.
- Arrange for demolition of condemned vacated buildings.

CENTRAL VACANCY LISTING.

- Maintain a central listing of vacant apartments.
- Provide such listing to City agencies relocating tenants pursuant to the established priority.
- Negotiate with brokers, agents, and landlords to obtain vacancies.
- Advertise for vacancies.
- Develop sources for obtaining vacancies.

. . . but in the final analysis
the success of this
RELOCATION PROGRAM
will depend on
the men and women
who administer it.

PROPOSED ORGANIZATION FOR RELOCATION IN NEW YORK CITY

